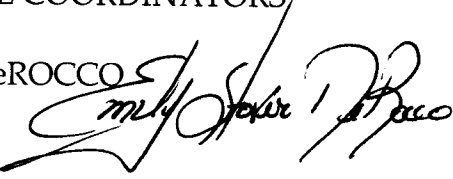


<b>EMPLOYMENT AND TRAINING ADMINISTRATION ADVISORY SYSTEM U.S. DEPARTMENT OF LABOR Washington, D.C. 20210</b>	<b>CLASSIFICATION</b> ETA-Performance Accountability System
	<b>CORRESPONDENCE SYMBOL</b> OWI - PROTECH
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**TRAINING AND EMPLOYMENT GUIDANCE LETTER NO. 17-05**

**TO:** ALL STATE WORKFORCE AGENCIES  
ALL STATE WORKFORCE LIAISONS  
ALL STATE TRADE COORDINATORS

**FROM:** EMILY STOVER DeROCCO  
Assistant Secretary 

**SUBJECT:** Common Measures Policy for the Employment and Training  
Administration's (ETA) Performance Accountability System and Related  
Performance Issues

1. **Purpose.** The intent of this guidance is to replace existing guidance with a single, unified Department of Labor guidance document on the common measures and WIA Section 136 performance accountability system. This guidance sets forth one set of measures to be used for both common measures reporting purposes and WIA Section 136 performance accountability purposes (with certain exceptions). The methodology for applying these measures is set forth in Section 5 of this guidance.

Under this guidance, all states and direct grantees of Department of Labor employment and training programs must collect and report information on all participants as described in Section 6. This information will be used to assess the performance of states and grantees under the common measures. In addition, these measures will be used to assess performance under WIA Section 136, with the following exceptions:

- WIA adult and dislocated worker participants who only receive self-service or informational activities are excluded from performance calculations for WIA Section 136 purposes. Guidance on identifying such participants is set forth in Section 8 of this document.

<b>RESCISSIONS</b> TEGL 7-99; TEGL 6-00; TEGL 6-00 change 1; TEGL 28-04;	<b>EXPIRATION DATE</b> Continuing
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- Programs serving WIA youth participants will be subject to common measures and will also be subject to the WIA Section 136 youth measures. The indicators of performance for the WIA Youth program continue to be the seven statutory youth measures until WIA is reauthorized. Guidance on these measures is set forth in Attachment D of this guidance.

More specifically, this Training and Employment Guidance Letter (TEGL):

- A. Rescinds and replaces Training and Employment Guidance Letter No. 28-04, Common Measures Policy; Training and Employment Guidance Letter No. 7-99, Core and Customer Satisfaction Measures for the Workforce Investment System; Training and Employment Guidance Letter No. 6-00, Guidance on Obtaining Customer Satisfaction Results for Participants and Employer Receiving Services Under Title I of the Workforce Investment Act; and Training and Employment Guidance Letter No. 6-00, Change 1, Changes to Guidance on Capturing Customer Satisfaction Results for Participants and Employers Receiving Services Under Title I of the Workforce Investment Act.
- B. Provides revised guidance on common measures policy for ETA and Veterans' Employment and Training Service (VETS) workforce programs and clarifies reporting requirements for the WIA, Wagner-Peyser Act, Veterans' Employment and Training Service, and Trade Adjustment Assistance programs in response to the Federal Register Notice published on July 13, 2005 (Vol. 70, No. 133). Such guidance:
  - Modifies and broadens the common measures definition of "participant" to include any individual who has been determined eligible and has received a program-funded service either at a physical location or remotely via electronic technologies;
  - Provides additional guidance to clarify the point when program participation commences and terminates; and
  - Modifies the methodology for calculating the Adult Earnings measure by removing the use of pre-program earnings in the calculation and, instead, focusing on the average earnings achieved over a 6-month period following program participation for those retained in employment.
- C. Provides revised guidance and clarification on the performance accountability system under state formula-funded programs, e.g., clarifies when participants are counted and when they are excluded from WIA Adult and Dislocated Worker performance calculations by distinguishing self-service and informational activities that are staff-assisted from other core services;

2. **References.** President's Management Agenda, [http://www.whitehouse.gov/omb/budintegration/pma\\_index.html](http://www.whitehouse.gov/omb/budintegration/pma_index.html); Office of Management and Budget (OMB) Director's Memorandum M-02-06, <http://www.whitehouse.gov/omb/budintegration/common.html>
3. **Policy Objective.** Common measures are an integral part of ETA's performance accountability system. The value of implementing common measures is the ability to describe in a similar manner the core purposes of the workforce system: how many people found jobs; did they stay employed; and what did they earn. Multiple sets of performance measures have burdened states and grantees, as they are required to report performance outcomes based on varying definitions and methodologies. By minimizing the different reporting and performance requirements, common performance measures can facilitate the integration of service delivery, reduce barriers to cooperation among programs, and enhance the ability to assess the effectiveness and impact of the workforce investment system.

The workforce investment system is transforming into a demand-driven system with strategic investments in workforce solutions that result in more individuals being trained for highly skilled jobs in high-growth, high-demand industries. The performance accountability system, with common measures at its core, needs to be aligned with the specific demand-driven strategies identified at both the state and local levels. Demand-driven strategies may require unique approaches to training and service delivery. For example, depending on the specific skills and credentials identified as necessary by industry, training may be shorter and targeted in some instances and longer term in others. In all cases, the workforce investment system continues to focus on connecting employers with skilled workers, and connecting workers with good jobs, as reflected in the common performance measures. To minimize burden on states and local areas as ETA programs are reauthorized, ETA will work to ensure that the common measures are consistent with the statutory performance measures.

Please note that these measures provide only part of the information necessary to oversee the workforce investment system effectively. ETA will continue to collect from states and grantees data on spending, program activities, participants, and outcomes that are necessary for program management and to convey full and accurate information on the performance of workforce programs to policy-makers and stakeholders.

4. **Background.** ETA's statutory and regulatory authority to administer job training and employment programs includes provisions allowing for the requirement of performance reporting from states and grantees. In 2001, the President announced a Management Agenda to improve the management and performance of the Federal government. One of the five government-wide goals – budget and

performance integration – emphasizes program effectiveness. As part of the President’s budget and performance integration initiative, OMB and other federal agencies developed a set of common measures for programs with similar goals. OMB Director’s Memorandum M-02-06 and subsequent OMB documents outline broad indicators of performance for job training and employment programs.

Programs administered by the U.S. Departments of Labor, Education, Health and Human Services, Veterans Affairs, Interior, and Housing and Urban Development will implement common measures. Attachment E contains a list of federal programs outside of ETA impacted by the common measures. It is important to note that this policy guidance applies to Department of Labor programs only.

In March 2005, ETA announced its intent to implement a set of common measures on July 1, 2005 for several workforce programs (See TEGL No. 18-04). ETA implemented these measures by revising the reporting requirements for the WIA Title IB, Wagner-Peyser Act, Jobs for Veterans Act, and Trade Adjustment Assistance programs.

Based on review of the public comments received in response to the Federal Register Notice published on July 13, 2005 (Vol. 70, No. 133) regarding final revisions for these programs, ETA is modifying and clarifying its common measures and performance accountability policies. Common measures and performance accountability are closely intertwined, as one set of measures is used for both common measures reporting purposes and WIA Section 136 performance accountability purposes. However, while all participants (as defined in Section 5.A) are included in common measures reporting, only those participants receiving services beyond self-service and informational activities are included in WIA Adult and Dislocated Worker performance calculations (as discussed in Section 8). In general, these modifications are effective upon the publication of this TEGL, unless otherwise noted.

#### **A. Common Measures**

To more fully measure and report to Congress, stakeholders, the public, and other interested parties on how the public workforce investment system is meeting the needs of business and the workforce and contributing to economic growth, ETA has modified and broadened the common measures definition of “participant” to include any individual who has been determined eligible and has received a program-funded service either at a physical location or remotely via electronic technologies (see Section 5.A.).

To address public comments received and ensure consistent implementation of its reporting policies, ETA has made the following adjustments to the common measures policy:

1. Modified the methodology for calculating the Adult Earnings measure by removing the use of pre-program earnings in the calculation and, instead, focusing on the average earnings achieved over a 6-month period following program participation for those who were retained in employment (see Section 5.B.).
2. Clarified that the date of first youth program service will be the date on which the one-year timeframe for measuring achievement of literacy / numeracy gains will commence (see Section 5.C.).
3. Defined the point of participation for common measures reporting and specified activities and/or services that do not cause participation to commence or cause an extension of the point of exit from the program (see Sections 6.A. and 6.B.).
4. Clarified that the phrase “a determination of eligibility” does not apply to individuals who receive core services in a self-help, facilitated-self help or staff-assisted modality funded by the Wagner-Peyser Act (see Sections 6.A.).
5. Clarified that individuals who are age 18 or older and receive only WIA-funded self-service or informational activities are to be counted as participants under the WIA Adult program (see Section 6.A.).
6. Provided additional clarification on circumstances that trigger a gap in service (see Section 6.B.).
7. Provided additional information on the exclusion of some participants from common measures (see Section 6.C.).

Three common measures apply to programs serving adults and three common measures apply to programs serving youth:

Adult Measures

- Entered Employment
- Employment Retention
- Average Earnings

Youth Measures

- Placement in Employment or Education
- Attainment of a Degree or Certificate
- Literacy and Numeracy Gains

Although program efficiency was identified as a common measure for Federal job training and employment programs in earlier policy guidance, states and direct grantees will not be required to report on this measure at this time. Instead, ETA will study and discuss with its partners how best to measure efficiency and return on investment in an integrated system where multiple programs contribute to results.

## **B. Performance Accountability**

This TEGL provides additional guidance to clarify which participants are covered and which participants are excluded under WIA performance calculations to reduce inconsistencies in reporting among the states by distinguishing self-service and informational activities from the remaining core services (see Section 8 and Attachment D).

The remaining sections of this guidance can be found on the following pages:

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## 5. ETA's Common Measures Policy

Workforce programs administered by ETA and VETS are subject to the common measures policy. Designation that a program is subject to the adult and/or youth measures will be implemented through modifications to each program's reporting and recordkeeping system. This, however, does not impact the existing eligibility requirements of the program.

Please note: ETA has adopted the common measures methodology for the calculation of the entered employment, employment retention, and earnings measurement in the WIA performance accountability system for WIA Adult, Dislocated Worker, and Youth programs and for the Trade Act, Jobs for Veterans Act (38 USC 4102A(f)), and Wagner-Peyser Act program performance measures. Exclusion from the WIA performance accountability system of adult and dislocated worker program participants who receive only self-service and informational

activities is discussed in Section 8 of this TEGL. In addition, indicators of performance for the WIA Youth program continue to be the seven statutory youth measures. States will be held accountable for these seven measures until WIA is reauthorized. See attachment D for a discussion of the WIA Title IB core performance indicators.

## **A. Introduction to Common Measures Methodologies**

The methodologies of the common measures are written as an equation, clearly identifying who is in the numerator and who is in the denominator. In cases where there are conditions that apply to both the numerator and denominator, the condition is represented in italics at the beginning of the measure. For example, the adult entered employment rate is defined as:

*Of those who are not employed at the date of participation:*

The number of adults who are employed in the first quarter after the exit quarter divided by the number of adults who exit during the quarter.

The condition “of those not employed at the date of participation” applies to both the numerator and denominator as follows: the number of adults who *are not employed at the date of participation* and are employed in the first quarter after the exit quarter divided by the number of adults who *are not employed at the date of participation* and exit during the quarter. In addition, the phrase “who exit during the quarter” is used frequently in the denominators of the measures. This phrase has the same meaning as the term “exit quarter” used in some of the numerators.

## **B. Adult Measures**

### **1. Entered Employment**

#### Methodology:

*Of those who are not employed at the date of participation:*

The number of adult participants who are employed in the first quarter after the exit quarter divided by the number of adult participants who exit during the quarter.

#### Operational Parameters:

- Individuals who are employed at the date of participation are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- Individuals who, although employed at the date of participation, have either received a notice of termination of employment or whose



employer has issued a Worker Adjustment and Retraining Notification (WARN) or other notice that the facility or enterprise will close, or who are transitioning service members are considered not employed at the date of participation and are included in the performance measure.

- Employment at the date of participation is based on information collected from the individual, not from wage records.

Discussion:

This measure provides an assessment of program impact in increasing employment for those who were not employed. ETA recognizes concerns related to the exclusion of individuals who are employed at the date of participation from this measure. However, including individuals with jobs at program entry is not fully consistent with the concept of an entered employment indicator. Positive impacts of services provided to incumbent workers and underemployed individuals can be demonstrated in both the retention and earnings measures.

## **2. Employment Retention**

Methodology:

*Of those who are employed in the first quarter after the exit quarter:*

The number of adult participants who are employed in both the second and third quarters after the exit quarter divided by the number of adult participants who exit during the quarter.

Operational Parameters:

- This measure includes only those who are employed in the first quarter after the exit quarter (regardless of their employment status at participation).
- Individuals who are not employed in the first quarter after the exit quarter are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- Employment in the first, second, and third quarters after the exit quarter does not have to be with the same employer.

Discussion:

By defining a positive outcome as employment in the first, second, and third quarters after the quarter of exit, the measure approximates retention for at least six months following participation in the program. However, a positive outcome on the retention measure does not necessarily indicate continuous employment with the same employer.

### 3. Average Earnings

This methodology for calculating the Average Earnings measure will become effective July 1, 2006.

#### Methodology:

*Of those adult participants who are employed in the first, second, and third quarters after the exit quarter:*

Total earnings in the second quarter plus total earnings in the third quarter after the exit quarter divided by the number of adult participants who exit during the quarter.

#### Operational Parameters:

- To ensure comparability of this measure on a national level, wage records will be the only data source for this measure. Acceptable wage record sources are a state's Unemployment Insurance wage records, federal employment wage records, military employment wage records, and other administrative wage records.
- Individuals whose employment in either the first, second, or third quarters after the exit quarter was determined solely from supplementary sources, and not from wage records, are excluded from the measure.

#### Discussion:

ETA is implementing a new methodology for calculating the average earnings measure for Program Year (PY) 2006. A number of states have expressed concern about the existing methodology for the earnings measure as previously defined, citing it as a disincentive to serving people with previous work experience, especially those with higher wages. The earlier definition focused on a comparison of pre-program and post-program earnings; the outcomes reflected more of the previous earnings history of the people served rather than the program's intervention. This limited its usefulness as a measure of a program's performance.

In response, the revised adult earnings measure looks at wages over six months of those exiters who are working in the 1<sup>st</sup>, 2<sup>nd</sup>, and 3<sup>rd</sup> quarters after exit. ETA believes this earnings measure is more straightforward than the previous approach, and the results will be easier to understand and explain to stakeholders than measures that compare the percentages or rates of pre-program and post-program earnings or changes in post-program earnings. By excluding the pre-program measurement point, agencies can develop more realistic and meaningful targets for the earnings measure, since programs do not have control over the pre-program earnings of the individuals they serve.

ETA will continue to collect the pre-program earnings, as well as other information on participants, and supplement this measure with data on earnings increase when describing program outcomes.

**SPECIAL NOTE:** Currently, mechanisms are not in place to provide access to wage records for all grantees operating ETA national or discretionary grant programs, including, but not limited to, programs such as the Migrant and Seasonal Farm Workers, Indian and Native American, and Senior Community Service Employment programs. For these grantees, supplemental sources of data will be permitted as an interim means of reporting on the earnings measure until all grantees in a program have access to wage records. Any adjustments necessary for the implementation of this measure using supplemental information as the data source will be addressed in separate program guidance.

## C. Youth Measures

### 1. Placement in Employment or Education

#### Methodology:

*Of those who are not in post-secondary education or employment (including the military) at the date of participation:*

The number of youth participants who are in employment (including the military) or enrolled in post-secondary education and/or advanced training/occupational skills training in the first quarter after the exit quarter divided by the number of youth participants who exit during the quarter.

#### Operational Parameters:

- Individuals who are in post-secondary education or employment at the date of participation are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- Employment and education status at the date of participation are based on information collected from the individual.
- Individuals in secondary school at exit will be included in this measure.

#### Discussion:

Participants who enter ETA-funded youth programs while already in post-secondary education, employment, or the military have achieved the desired outcome under this measure. Thus, these individuals are excluded from this

measure. Successfully returning young people to school or alternative education is desirable, but secondary school enrollment does not qualify as a placement under this measure. Individuals in secondary school at exit are included in this measure. This policy is consistent with ETA's vision to ensure youth successfully complete their secondary education, which will ultimately lead to better long-term success in the workforce.

## **2. Attainment of a Degree or Certificate**

### Methodology:

*Of those enrolled in education (at the date of participation or at any point during the program):*

The number of youth participants who attain a diploma, GED, or certificate by the end of the third quarter after the exit quarter divided by the number of youth participants who exit during the quarter.

### Operational Parameters:

- Education refers to participation in secondary school, post-secondary school, adult education programs, or any other organized program of study leading to a degree or certificate.
- Individuals in secondary school at exit will be included in this measure.
- The term diploma means any credential that the state education agency accepts as equivalent to a high school diploma. This TEGL clarifies that the term diploma also includes post-secondary degrees including Associate's Degrees (AA and AS) and Bachelor's Degrees (BA and BS).
- Diplomas, GEDs, or certificates can be obtained while a person is still receiving services or at any point by the end of the third quarter after the exit quarter.
- Work readiness certificates will not be accepted under this measure.

### Discussion:

Individuals in secondary school at exit are included in this measure. This policy is consistent with ETA's vision to ensure youth successfully complete their secondary education, which will ultimately lead to better long-term success in the workforce.

ETA recognizes that work readiness skills are a valued skill set that will lead to successful employment and retention and encourages programs to continue to provide work readiness skills. However, the focus of the certificate measure is attainment of measurable technical or occupational skills, rather than work readiness skills. Although there are currently work

readiness certificates developed or in development, these certificates focus primarily on basic skills, which are covered under the literacy/numeracy measure. It would be duplicative to include the attainment of basic skills under this measure.

### 3. Literacy and Numeracy Gains

#### Methodology:

*Of those out-of-school youth who are basic skills deficient:*

The number of youth participants who increase one or more educational functioning levels divided by the number of participants who have completed a year in the youth program (i.e., one year from the date of first youth program service) **plus** the number of participants who exit before completing a year in the youth program.

#### Operational Parameters:

- In-school youth are excluded from this measure. (Note: determination of in-school or out-of-school status is only made at point of program participation.)
- It is allowable to use pre-tests that are administered up to six months prior to the date of first WIA youth service, if such pre-test scores are available. If prior pre-tests are not available, administration of the pre-test must occur within 60 days following the date of first youth program service.
- This measure is based on “date of first youth program service” rather than date of participation because date of participation is defined as the earliest date of service from any program if a participant receives services from multiple programs. It is possible for the participation date of a youth to be prior to the date of first WIA youth service if such a youth was served earlier by a different program. Therefore, date of first WIA youth service is used to ensure that this measure is based on a “youth participation date” rather than the initial participation date.
- Individuals who are determined not to be basic skills deficient based on pre-test results are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- When administering assessment tools, individuals with disabilities (as defined in 29 CFR Part 37.4) should be accommodated according to: (1) Section 188 of WIA: 29 CFR Part 37, Section 504 of the Rehabilitation Act of 1973, and Title H of the Americans with Disabilities Act, (2) guidelines associated with the assessment tool used to determine functioning levels, or (3) state law or policies. Further guidance can be found in this section under *Testing Youth with Disabilities*.

- The measure includes individuals who are given an initial assessment but, either: (1) do not post-test before exiting the program, or (2) exit before completing a year in the youth program (i.e., one year from the date of first youth program service).
- To be included in the numerator, a participant must demonstrate on a post-test that he/she has advanced one or more educational functioning levels beyond the level in which he/she was initially placed at pre-test within one year from the date of first youth program service. (Note: the one-year time period is from date of first youth program service, not date of pre-test.)
- All out-of-school youth must be assessed in basic reading/writing and math.

Discussion:

The literacy and numeracy gains indicator measures the increase in skills of participants through a common assessment tool administered at program entry and regular intervals thereafter. Youth participants for whom the goal of literacy and/or numeracy gains is most appropriate are those with basic skills deficiencies. Participants who are not basic skills deficient cannot achieve a positive outcome because they have attained basic literacy and numeracy. Exclusion of individuals who are not basic skills deficient focuses the measure on the participants with the greatest need for remediation, and minimizes the burden of testing individuals who, by virtue of their existing skill level, will not achieve a positive outcome under this measure.

In-school youth already undergo a number of assessments within the school system in order to comply with state standards of learning and, in many states, graduation exams. Requiring in-school youth to receive further academic assessments outside of the school system is redundant since it is the responsibility of local school districts to ensure proper academic assessment of in-school youth. Therefore, in-school youth are excluded from this measure.

Under a normal distribution of pre-test scores, most participants' scores will place the individuals in a range indicating they have completed some of the skills in that particular educational functioning level. Therefore, for a majority of participants, a positive outcome for this measure (i.e., completion of one educational functioning level and an increase to the next level) is not likely to require the equivalent of completing two grade levels, but will average to the equivalent of one grade level.

*National Reporting System (NRS):*

- To maintain consistency with the implementation of the common measures by the Department of Education (ED), ETA is adopting policies for the ED outcome measure of educational gain, as outlined in the NRS. The NRS was developed by the Department of Education's Division of Adult Education and Literacy for implementation of an accountability system for federally-funded adult education programs under WIA Title II.

*Educational Functioning Levels:*

- Unless a previous assessment was conducted within six months prior to participation, programs must assess participants at intake or within 60 days following the date of first youth program service to determine their initial educational functioning level. As outlined in the NRS, there are two sets of educational functioning levels – six levels for Adult Basic Education (ABE) and six levels for English-as-a-Second Language (ESL) students. ABE levels roughly equate to two grade levels. Further guidance on the educational functioning level descriptors can be found in Attachment C.
- Each ABE and ESL level describes a set of skills and competencies that students entering at that level demonstrate in the areas of reading, writing, numeracy, speaking, listening, functional, and workplace skills. These descriptors provide guidelines for placing participants in educational functioning levels, based on performance on standardized tests. After a participant has completed a uniform, standardized assessment procedure, programs use these descriptors to determine the appropriate initial ABE or ESL level in which to place students.
- If a participant is functioning at different levels in reading, writing, numeracy, speaking, listening, functional, and workplace areas, the individual is placed in different ABE and ESL levels across the functioning areas. In the post-test assessment, if the participant demonstrates an increase to the next functioning level in any of the areas – reading, writing, numeracy, speaking, listening, functional, and workplace areas – he/she has made an educational gain and should be included in the numerator. For example, an individual is placed in the Beginning Basic Education level (the second ABE level) in math and the Low Intermediate Basic Education level (the third ABE level) in reading at pre-testing. The individual achieves an educational gain if he/she places in either the third ABE level in math or the fourth ABE level in reading at post-testing.

*Assessment Tool:*

- To measure the increase in skills of individuals, programs must use an assessment procedure comprised of a standardized test or a performance assessment with standardized scoring protocols that crosswalk directly to the NRS educational functioning levels. Therefore, programs must use one of the assessment tools listed in Attachment C or submit a request to the Department of Labor to use an assessment tool not listed in Attachment C.
- States, grantees, or contractors are not required to use the same assessment tool throughout their jurisdictions. However, programs must adhere to the following in choosing an assessment tool:
  1. The same assessment tool is administered to the participant for pre-testing and post-testing;
  2. The assessment tool and its scores must crosswalk directly to the educational functioning levels so that educational gains can be reported in terms of increase in one or more ABE or ESL levels; and
  3. Tests must be administered in a standardized manner throughout the jurisdiction (i.e., used consistently and reliably across programs and produce observable results).
- Tests must be administered to individuals with disabilities (as defined in 29 CFR 37.4) with reasonable accommodations, as appropriate (see additional guidance under *Testing Youth with Disabilities*).
- The NRS provides test benchmarks for educational functioning levels (see Attachment C). The benchmarks are provided as examples of how students functioning at each level would perform on the tests.

*Testing Interval:*

- Participants identified as basic skills deficient must be post-tested at least once by the end of year one following the individual's date of first youth program service.
- For participants who have completed one year following the date of first youth program service, if more than one assessment is administered after the initial test, the latest assessment within one year of first youth program service should be used to determine if the participant has demonstrated an increase in at least one educational functioning level.
- Individuals who remain basic skills deficient and continue to participate after completing a full year in the program, including pre-test and post-test, must continue to receive basic skills remediation services. These participants must be included in the measure for the first year of participation. They are not included again in the measure until they have completed a second full year in the program. At the completion of the second year, these participants must be included in the measure using the latest post-test score during the second year. To determine an



increase of one or more levels, the participant's latest post-test score from the second year in the program must be compared to the score from the test that was administered at the latest point during the first year. If an individual remains basic skills deficient following the second year of the program, that individual must be included in the measure a third time if they complete a third full year in the program. This rule applies for the entire time they are in the program.

*Testing Youth with Disabilities:*

When administering assessment tools, individuals with disabilities are to be provided with reasonable accommodations, as appropriate, according to:

1. Section 188 of the WIA (implementing regulations at 29 CFR Part 37), Section 504 of the Rehabilitation Act of 1973 (DOL implementing regulations at 29 CFR Part 32), and Title II of the Americans with Disabilities Act, if applicable (implementing regulations at 28 CFR Part 35) taking into consideration;
2. Guidelines associated with the assessment test; and
3. State laws or policy.

Regulations implementing WIA Section 188, found at 29 CFR Part 37, provide a general definition of "reasonable accommodation" for individuals with disabilities. In essence, such accommodations are "[m]odifications or adjustments," made on a case-by-case basis, "that enable a qualified individual with a disability . . . to receive aid, benefits, services, or training equal to that provided to qualified individuals without disabilities." (See 29 CFR Part 37.4, definition of "reasonable accommodation.") In the assessment context, therefore, accommodations are changes that are made to the materials or procedures used for the assessment in order to "level the playing field" to ensure that the assessment tool measures the individual's skills and abilities, and not his or her disabilities. Because youth with disabilities are expected to achieve the same gains as other youth, it is critically important that appropriate accommodations be provided for the assessment process, to ensure that the gains achieved by these youth can be determined accurately.

Accommodations for the assessment process generally fall into the following categories\*:

1. Changes to the methods of **Presentation** of the test used as an assessment tool: e.g., providing Braille versions of the test, or orally reading the directions or test questions to test-takers;
2. Changes to the methods of **Response** to the test questions: e.g., having the test-taker point to a response or use a computer for responding;

3. Changes to the **Setting** in which the test is provided: e.g., permitting the test to be taken at home, or in small groups, rather than in a large-group or institutional setting; and
4. Changes to the **Timing/Scheduling** of the test: e.g., extending the amount of time generally provided for completion of the test, permitting frequent breaks, etc.

\*Thurlow, M., House, A., Boys, C., Scott, D., & Ysseldyke, J. (2000). *State Participation and Accommodation Policies for Students with Disabilities: 1999 update* (Synthesis Report No. 33). Minneapolis, MN: University of Minnesota, National Center on Educational Outcomes. Retrieved on 04/01/2005 at the following Web site:  
<http://education.umn.edu/NCEO/OnlinePubs/Synthesis33.html>

ETA fully expects that most youth with disabilities can, and should, be assessed using tests that specifically crosswalk to educational functioning levels, using accommodations where needed. ETA also recognizes that in very limited instances, use of these testing instruments, even with appropriate accommodations, may not provide a valid or reliable evaluation of the literacy and numeracy skills of a youth with one or more disabilities. These instances may arise because of the nature or extent of a particular individual's disability, and/or because of limitations in the testing instruments themselves. In those rare instances, service providers and grant recipients may use alternate assessment tools to measure gains in numeracy and literacy for youth with disabilities, if those alternate tools have been deemed by an individual state to provide valid and reliable indicators of information that are comparable to the information provided through the educational functioning levels. Such alternate tools may include, but are not limited to: (1) portfolio assessments; (2) one-on-one performance assessments; and (3) alternative standardized tests. Each state should identify at least one alternative assessment tool that can be used in such situations. If such alternative assessment tools are used, the state should determine, based on the type of assessment, what constitutes a successful gain for the literacy/numeracy measure.

It is advisable that youth professionals receive specific guidance and training in the administration of alternate assessments to youth with disabilities to ensure they have the necessary skills and knowledge to appropriately administer the tests and accurately interpret results.

## 6. Program Participation and Exit under Common Measures

### A. Point of Participation for Common Measures Reporting

#### 1. *What is the definition of a participant?*

A participant is an individual who is determined eligible to participate in the program and receives a service funded by the program in either a physical location (One-Stop Career Center or affiliate site) or remotely through electronic technologies.

#### 2. *When does program participation occur?*

Following a determination of eligibility (if required), participation in a program commences when the individual begins receiving a service funded by the program. This phrase has the same meaning as the “date of participation” used in some of the measures. If the participant receives services from multiple programs, then states and grantees may use the earliest date of service as the “date of participation” when reporting on the measures in each program.

#### Operational Parameters:

- Criteria that are used to determine whether an individual is eligible to participate will be based on the eligibility guidelines for the program.
- The phrase “determined eligible to participate in the program” under WIA does not apply to individuals who receive core services in a self-service, facilitated self-help, or staff-assisted modality funded by the Wagner-Peyser Act. These individuals are considered participants and are included in the Wagner-Peyser Act performance accountability system.
- Individuals who are age 18 or older who only receive WIA-funded self-service or informational activities are to be counted as participants under the WIA Adult program. Their treatment under the WIA performance accountability system is covered in Section 8 of this TEGL.
- Individuals eligible to participate in the WIA Dislocated Worker program who only receive WIA-funded core services, including self-service or informational activities, are to be counted as participants under the WIA Dislocated Worker program. Their treatment under the WIA performance accountability system is covered in Section 8 of this TEGL.
- An individual may be participating in several programs simultaneously and may be counted as a participant in each of those programs. For example, a customer who accesses information on a computer purchased/leased from one funding stream and who is assisted by an employee who is paid from yet another funding stream may be

considered as a participant in both funding streams, as appropriate, and with consideration to the programs' eligibility definitions.

- Self-directed job search is a service and individuals who use self-directed tools for job search are participants. Please note that self-directed job search alone does not initiate participation in the WIA Youth program.
- In accordance with Section 101(34) of the Workforce Investment Act, receipt of post-employment follow-up services designed to ensure job retention, wage gains, and career progress does not result in the commencement of a participation period.
- Examples of other services and activities that do not commence participation in a program include the following:
  - Determination of eligibility to participate in the program;
  - Caseload management activities of an administrative nature that involve regular contact with the individual or employer to obtain information regarding his/her employment status, educational progress, or need for additional services; and
  - Income maintenance or support payments (e.g., Unemployment Insurance (UI) benefit payments, Temporary Assistance for Needy Families (TANF), other cash assistance, Food Stamps, and subsidized childcare). ETA expects and encourages states to assure that UI claimants will be actively engaged in the search for new employment while they receive UI benefits and that the workforce investment system will provide reemployment services and job search assistance to speed their return to work.
  - Individuals who visit a physical location for reasons other than its intended purpose (e.g., use of restrooms or ask staff for directions) are not participants.

## **B. Point of Exit for Common Measures Reporting**

### *1. What is the definition of program exit?*

The term program exit means a participant has not received a service funded by the program or funded by a partner program for 90 consecutive calendar days, and is not scheduled for future services. The exit date is the last date of service.

#### Operational Parameters:

- In accordance with Section 101(34) of the Workforce Investment Act, post-employment follow-up services designed to ensure job retention, wage gains, and career progress do not count as a service that would extend the participation period. Such follow-up services that do not extend the period of participation could include, but are not limited to: additional career planning and counseling; contact with the participant's employer,

including assistance with work-related problems that may arise; peer support groups; information about additional educational opportunities; informational mailings; and referral to supportive services available in the community. Although these services should not extend the participation period or delay program exit, states are reminded that these services may have a direct and positive impact on the employment retention and wage gains of participants who enter employment.

- Examples of other activities that do not extend the period of participation or delay program exit include the following:
  - Determination of eligibility to participate in the program;
  - Case management services and any other required administrative case load management activities that involve regular contact with the participant or employer to obtain information regarding the participant's employment status, educational progress, or need for additional services; and
  - Income maintenance or support payments (e.g., Unemployment Insurance (UI) benefit payments, Temporary Assistance for Needy Families (TANF), other cash assistance, Food Stamps, and subsidized childcare). ETA expects and encourages states to assure that UI claimants will be actively engaged in the search for new employment while they receive UI benefits and that the workforce investment system will provide reemployment services and job search assistance to speed their return to work. However, trade readjustment allowances and other needs-related payments funded through the Trade Adjustment Assistance program, WIA, or National Emergency Grants are elements of a training program that delay program exit because these allowances and payments are tied to continuous participation in skills training.
- Many grantees have the capability to track participants across partner programs. At a minimum, these grantees must track participant services across the DOL-funded required One-Stop partner programs until the individual exits all services. Grantees are encouraged to fully integrate Workforce Investment Act programs and services with all of the required and other appropriate partner programs to provide comprehensive business and participant services. ETA also encourages states to develop integrated data and reporting systems to support program integration and shared performance accountability.
- The phrase "and is not scheduled for future services" does not apply to a participant who voluntarily withdraws or drops out of the program. In these circumstances, once a participant has not received any services funded by the program or a partner program for 90 consecutive calendar days, the date of exit is applied retroactively to the last day on which the

individual received a service funded by the program or a partner program.

2. *Are there any exceptions to the definition of exit?*

A participant should not be considered as exited if there is a gap in service of greater than 90 days in one of the following circumstances:

- Delay before the beginning of training;
- Health/medical condition or providing care for a family member with a health/medical condition; and
- Temporary move from the area that prevents the individual from participating in services, including National Guard or other related military service.

A gap in service must be related to one of the three circumstances identified above and last no more than 180 consecutive calendar days from the date of the most recent service to allow time to address the barriers to continued participation. However, grantees may initiate a consecutive gap in service of up to an additional 180 days for the participant that follows the initial 180-day period to resolve the issues that prevent the participant from completing program services that lead to employment. Grantees must document all gaps in service that occur and the reasons for the gaps in service, including the participant's intent to return to complete program services.

3. *When does exit from the program occur?*

Once a participant has not received any services funded by the program or a partner program for 90 consecutive calendar days, has no gap in service, and is not scheduled for future services, the date of exit is applied retroactively to the last day on which the individual received a service funded by the program or a partner program. If the participant receives services from multiple programs, then states and grantees may use the last or most recent date of service as the "date of exit" for use in reporting on the measures in each program.

Discussion:

To encourage service integration and recognize shared contributions toward performance outcomes, workforce programs and, at a minimum, the required DOL funded One-Stop partner programs, should share accountability under the common measures when the participant has exited all services funded by the program or funded by a partner program. Some methods for tracking a participant across programs include specifying services financially assisted by partner programs in the individual's service plans, coordinating service

tracking through integrated data systems or other technologies, and providing coordinated follow-up services to individuals.

### C. Exclusions from Common Measures

Occasionally, circumstances arise that are beyond the control of both the participant and the program and are expected to last for an undetermined period beyond 90 days. The intent here is to identify a common list of specific circumstances as to when a participant can be excluded from common measures. A participant in any of the following categories, either at the time of exit or during the three-quarter measurement period following the exit quarter, may be excluded from common measures:

- *Institutionalized* – The participant is residing in an institution or facility providing 24-hour support, such as a prison or hospital, and is expected to remain in that institution for at least 90 days. This reason does not apply to individuals with disabilities (as defined in 29 CFR 37.4) residing in institutions, nursing homes, or other residential environments; individuals participating in the Responsible Reintegration of Youthful Offenders program; and individuals participating in the Prisoner Reentry Initiative.
- *Health/Medical or Family Care* – The participant is receiving medical treatment or providing care for a family member with a health/medical condition that precludes entry into unsubsidized employment or continued participation in the program. This does not include temporary conditions or situations expected to last for less than 90 days.
- *Deceased* -
- *Reserve Forces Called to Active Duty* – The participant is a member of the National Guard or a military Reserve unit and is called to active duty for at least 90 days.
- *Relocated to a Mandated Program* – For youth participants only, the participant is in the foster care system or another mandated (residential or non-residential) program and has moved from the area as part of such a program. This does not include relocation to a Job Corps center.
- *Invalid or Missing Social Security Number* – Because the measures require grantees to match personally identifiable client records with wage and other administrative data in order to obtain outcome information, grantees may exclude from all the measures those participants who do not voluntarily disclose a valid social security number.

### 7. Data Sources.

This section describes data sources and methods to collect data for the common measures. The data source(s) applicable to each measure are as follows:

PERFORMANCE MEASURE	DATA SOURCE
<b>Adult Measures</b>	
Entered Employment	Wage records and supplemental data sources
Retention	Wage records and supplemental data sources
Average Earnings	Wage records Supplemental data sources ( <u>only</u> for grantees that do not have access to wage records)
<b>Youth Measures</b>	
Placement in Employment or Education	Wage records and supplemental data sources for placement in employment and military Administrative records for placement in education or training
Attainment of a Degree or Certificate	Administrative records
Literacy and Numeracy Gains	Assessment instrument

#### A. Wage Records

To ensure comparability of the common measures on a national level, wage records are the primary data source for the employment-related measures (except as noted in this section).

##### Unemployment Insurance Wage Records

To the extent it is consistent with state law, UI wage records will be the primary data source for tracking the adult entered employment, retention, and earnings measures and the employment portion of the youth placement in employment or education measure. UI wage records include private sector, non-profit sector, and government employer wage reports such as:

- State government employment records;
- Local government employment records;
- Judicial employment records; and
- Public school employment records.



## **Additional Wage Records**

While most forms of employment in a state's workforce are "covered" and will be in the UI wage records as noted above, certain types of employers and employees are excluded by Federal UI law or are not covered under states' UI laws. States may use record sharing and/or automated record matching with other employment and administrative data sources to determine and document employment and earnings for "uncovered" workers.

Additional wage record data sources include the following:

- Wage Record Interchange System (WRIS)
- U.S. Office of Personnel Management (OPM)
- U.S. Postal Service
- U.S. Department of Defense
- Railroad Retirement System
- State New Hires Registry
- State Department of Revenue or Tax (for individuals who are self-employed, information must be obtained through record-sharing or automated matching of state tax records)

ETA, in collaboration with the Office of Personnel Management, U.S. Postal Service, and the Department of Defense, has created a pilot data exchange system to provide access for all states to federal and military employment wage record information. Updates are available at <http://www.doleta.gov/performance>.

## **B. Supplemental Sources of Data**

Supplemental data will be used for program management purposes and to gain a full understanding of program performance and activities. Although a majority of employment situations will be covered by wage records, certain other types of employment, particularly self-employment, are either excluded from the sources of data identified under Subsection A above or very difficult for grantees to access due to data confidentiality issues (e.g., access to State Department of Revenue or Tax records).

Grantees should not be discouraged from providing entrepreneurial training or assisting the hard-to-serve simply because the subsequent employment is not covered by wage records. Therefore, in order to convey full and accurate information on the employment impact of ETA programs, grantees may use supplemental sources of data to document a participant's entry and retention in employment for those participants not covered by wage records. For grantees

that do not have access to wage records, supplemental sources of data will be permitted as an interim means of reporting on the earnings measure until all grantees in a program have access to wage records.

Allowable sources of supplemental information for tracking employment-related outcomes include case management notes, automated data base systems, One-Stop operating systems' administrative records, surveys of participants, and contacts with employers. All supplemental data and methods must be documented and are subject to audit.

### **C. Administrative Records**

Administrative records will be the data source for the education and training portion of the placement in employment or education measure and the attainment of a degree or certificate measure. All data and methods used to determine placement in education and training or achievement of a degree or certificate must be documented and are subject to audit.

#### **1. Placement in Post-Secondary Education or Advanced Training/ Occupational Skills Training**

The following data sources can be used to determine whether participants in youth programs are placed in post-secondary education and/or advanced training/occupational skills training:

- A. Case management notes and surveys of participants to determine if the individual has been placed in post-secondary education and/or advanced training/occupational skills training; or
- B. Record-sharing agreements and/or automated record matching with administrative/other data sources to determine and document that the participant has been placed in post-secondary education and/or advanced training/occupational skills training. These data sources may include:
  - State boards governing community colleges
  - State boards governing universities
  - State education associations
  - Integrated post-secondary or higher education reporting units
  - Training institutions/providers

#### **2. Degree or Certificate**

The following data sources can be used to determine whether participants in youth programs attain degrees or certificates:

- A. Case management notes and surveys of participants to determine if the individual has received a degree or certificate; or
- B. Record sharing agreements and/or automated record matching with administrative/other data sources to determine and document that the participant has received a degree or certificate. These data sources may include:
  - State boards of education
  - State boards governing community colleges
  - State boards governing universities
  - State licensing boards for private schools
  - State education associations
  - Integrated post-secondary or higher education reporting units
  - State Department of Professional or Occupational Regulation (possibly other units such as health care administration or specific boards like the “Board of Nursing”)
  - Professional, industry, or employer organizations or product manufacturers or developers
  - Training institutions/providers
  - Adult Basic Education providers (GED/equivalent testing agencies)

The Family Educational Rights and Privacy Act (FERPA) (20 U.S.C. Section 1232g; See the Act’s regulations at 34 CFR Part 99) is a Federal law that protects the privacy of student education records. The law applies to all schools that receive U.S. Department of Education funds and may restrict access to a participant’s education outcome information. Grantees are encouraged to contact the Department of Education at (202) 260-3887 (voice), or visit the ED.gov Web site at <http://www.ed.gov/policy/gen/guid/fpco/ferpa/index.html> for further assistance.

## **8. Distinctions between Reporting under the WIA Performance Accountability System and Reporting under Common Measures**

One of the purposes for the introduction of common measures was to more accurately reflect the true number of individuals who benefit from the One-Stop system. ETA recognizes that states are dedicating significant resources to ensuring that services (including core self-service and informational activities) are available to remote customers who access the workforce investment system via electronic technologies. ETA intends to provide Congress, the public and other interested stakeholders with more complete and accurate information on participation levels and types of services being provided through the nation’s workforce investment system, including data on customers who access services via electronic

technologies. However, confusion still exists as to when an individual receiving a program-funded service must be included in performance calculations. This confusion has resulted in a significant undercount of the number of individuals who benefit from funded services, as well as a distorted view of system outcomes, efficiency, and efficacy of WIA, Wagner-Peyser Act, Jobs for Veterans Act, and other programs. The following sections seek to distinguish participants who need to be included in the common measures participant counts from participants who need to be included in performance calculations for WIA and other programs.

***A. Who needs to be reported in the common measures participant counts?***

ETA's policy requires state workforce agencies (SWAs) to report, in the appropriate participant counts, all individuals who have been determined eligible and receive a service, including self-service and informational activities, in either a physical location (One-Stop Career Center or affiliate site) or remotely through electronic technologies. (See Section 6.A.1).

***B. Who needs to be included in the performance measures calculations?***

All participants who receive a core, intensive, or training service who exit the program are to be included in performance measures calculations, except that Section 136 of WIA expressly excludes WIA adult and dislocated worker program participants who only receive self-service or informational activities from performance calculations.

The exclusion of participants receiving only self-service or informational activities from the WIA performance calculations has been a major source of confusion and misrepresentation at the state and local level, and has resulted in large numbers of participants being improperly excluded from the outcome performance calculations. ETA is clarifying its interpretation of self-service and informational activities in order to promote greater accountability and consistency among states in their performance computations for the WIA Adult, Dislocated Worker, Wagner-Peyser Act, Jobs for Veterans Act, and Trade Act programs.

**1. Self-Service and Informational Activities**

According to 20 CFR 666.140(a)(2), **self-service** and **informational activities** are those core services that are made available and accessible to the general public; that are designed to inform and educate individuals about the labor market, their employment strengths and weaknesses, and the range of services appropriate to their situation; and that do not require **significant staff involvement** with the individual in terms of resources or time.

ETA interprets the critical terms above as follows:

***Self-service*** occurs when participants serve themselves in accessing workforce investment system information and activities in either a physical location, such as a One-Stop Career Center resource room or partner agency, or remotely via the use of electronic technologies.

***Informational activities*** in a workforce investment setting may include both self-services and staff-assisted core services that are designed to inform and educate a participant about the labor market and to enable a participant to identify his or her individual employment strengths, weaknesses, and the range of services appropriate for the individual. The exception is core services that require significant staff involvement (see below).

## 2. Clarification of Significant Staff Involvement

Significant staff involvement is fundamental to determining if a participant will be considered in performance calculations. The critical distinction is determining when a participant has received a level of service that requires significant staff involvement.

***Significant staff involvement*** in a workforce investment setting is any assistance provided by staff beyond the informational activities described above regardless of the length of time involved in providing such assistance. Significant staff involvement includes a staff member's assessment of a participant's skills, education, or career objectives in order to achieve any of the following:

- Assist participants in deciding on appropriate next steps in the search for employment, training, and related services, including job referral;
- Assist participants in assessing their personal barriers to employment; or
- Assist participants in accessing other related services necessary to enhance their employability and individual employment related needs.

**A participant who receives this level of service has received a service that involves a significant level of staff involvement; therefore, this participant would be included in the performance measures calculation.**

On the other hand, when a staff member provides a participant with readily available information that does not require an assessment by the staff member of the participant's skills, education, or career objectives, the participant is a recipient of informational activities. This includes information such as labor market trends, the unemployment rate, information on businesses that are hiring or reducing their workforce, information on high-growth industries, and occupations that are in demand.

A participant is also a recipient of informational activities when a staff member provides the participant with information and instructions on how to access the variety of other services available in the One-Stop Career Center, including the tools in the resource room.

**A participant who only receives this level of service has not received a service that involves a significant level of staff involvement; therefore, he/she is a participant who would be excluded from the performance measures calculation.**

See Attachment D of this TEGL for additional guidance on the critical distinction discussed above.

### 3. Inclusion of Participants in Performance Calculations by Program

Although the WIA Adult and Dislocated Worker program participants who access or receive only self-service or informational services are excluded in the WIA performance calculations, these participants should be included in the Wagner-Peyser Act reporting and performance calculations to the degree that Wagner-Peyser Act funds contributed to the core employment and workforce information services received.

In accordance with policy principles articulated in this TEGL, if a participant is served by a specific funding stream, he/she will be counted as a participant in that funding stream's reporting system and/or performance calculations. For example, Wagner-Peyser Act funds are often used to support and maintain One-Stop Career Center operations, electronic tools, job banks, and workforce information services. In these situations, it would be appropriate to include participants who accessed or received Wagner-Peyser Act-funded services in the Wagner-Peyser Act performance accountability system. Where WIA program funds are used in similar ways, participants who receive self-service or informational activities would only be included in the WIA participant and services counts, but would not be counted in the WIA performance measures.

State workforce agencies are in the best position to assist local workforce investment boards and One-Stop Career Centers in making these determinations and are accountable for assuring uniform application of ETA policy.

9. **Action Required.** In general, these modifications to ETA's performance accountability system are effective upon the publication of this TEGL. Please make this information available to appropriate program and technical staff.

**10. Attachments.**

Attachment A: Common Measures At-A-Glance

Attachment B: Definitions of Key Terms

Attachment C: Educational Functioning Level Descriptors

Attachment D: WIA Title IB Core Performance Measures for PY 2005 and PY 2006

Attachment E: Federal Job Training and Employment Programs Impacted by  
Common Measures

## ATTACHMENT A: COMMON MEASURES AT-A-GLANCE

### ADULT MEASURES

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#### Entered Employment

*Of those who are not employed  
at the date of participation:*

# of adult participants who are employed  
in the first quarter after the exit quarter

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# of adult participants who exit during the  
quarter

#### Employment Retention

*Of those who are employed in the  
first quarter after the exit quarter:*

# of adult participants who are employed in  
both the second and third quarters  
after the exit quarter

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# of adult participants who exit during the  
quarter

#### Average Earnings

*Of those adult participants who are employed in  
the first, second, and third quarters after the exit  
quarter:*

Total earnings in the second plus the total  
earnings in the third quarters after the exit  
quarter

---

# of adult participants who exit during the  
quarter

### YOUTH MEASURES

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#### Placement in Employment or Education

*Of those who are not in post-secondary education  
or employment (including the military) at the date  
of participation:*

# of youth participants who are in  
employment (including the military) or  
enrolled in post-secondary education and/or  
advanced training/occupational skills  
training in the first quarter after the exit  
quarter

---

# of youth participants who exit during the  
quarter

#### Attainment of a Degree or Certificate

*Of those enrolled in education (at the date of  
participation or at any point during the program):*

# of youth participants who attain a diploma,  
GED, or certificate by the end of the third  
quarter after the exit quarter

---

# of youth participants who exit during the  
quarter

#### Literacy and Numeracy Gains

*Of those out-of-school youth who are basic skills  
deficient:*

# of youth participants who increase one or  
more educational functioning levels

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# of youth participants who have completed a  
year in the program (i.e., one year from the  
date of first youth program service) plus the #  
of youth participants who exit before  
completing a year in the youth program



## ATTACHMENT B: DEFINITIONS OF KEY TERMS

**Please note that for the most complete understanding of these terms, these definitions should be read in conjunction with the discussion provided under this TEGL.**

***Advanced Training*** - This is an occupational skills employment/training program, not funded under Title I of the WIA, which does not duplicate training received under Title I. It includes only training outside of the One-Stop, WIA, and partner system (i.e., training following exit). (Please note: this term applies to the current WIA younger youth measures only, it does not apply to the common measures).

***Advanced Training/Occupational Skills Training*** - To count as a placement for the Youth Common Measures, advanced training constitutes an organized program of study that provides specific vocational skills that lead to proficiency in performing actual tasks and technical functions required by certain occupational fields at entry, intermediate, or advanced levels. Such training should: (1) be outcome-oriented and focused on a long-term goal as specified in the Individual Service Strategy, (2) be long-term in nature and commence upon program exit rather than being short-term training that is part of services received while enrolled in ETA-funded youth programs, and (3) result in attainment of a certificate (as defined below under this attachment).

***Basic Skills Deficient*** - The individual computes or solves problems, reads, writes, or speaks English at or below the eighth grade level or is unable to compute or solve problems, read, write, or speak English at a level necessary to function on the job, in the individual's family, or in society. In addition, states and grantees have the option of establishing their own definition, which must include the above language. In cases where states or grantees establish such a definition, that definition will be used for basic skills determination.

***Basic Skills Goal*** - A measurable increase in basic education skills including reading comprehension, math computation, writing, speaking, listening, problem solving, reasoning, and the capacity to use these skills. (Please note: this term applies to the current WIA statutory youth measures only, it does not apply to the common measures).

***Certificate*** - A certificate is awarded in recognition of an individual's attainment of measurable technical or occupational skills necessary to gain employment or advance within an occupation. These technical or occupational skills are based on standards developed or endorsed by employers. Certificates awarded by workforce investment boards are not included in this definition. Work readiness certificates are also not

included in this definition. A certificate is awarded in recognition of an individual's attainment of technical or occupational skills by:

- A state educational agency or a state agency responsible for administering vocational and technical education within a state.
- An institution of higher education described in Section 102 of the Higher Education Act (20 USC 1002) that is qualified to participate in the student financial assistance programs authorized by Title IV of that Act. This includes community colleges, proprietary schools, and all other institutions of higher education that are eligible to participate in federal student financial aid programs.
- A professional, industry, or employer organization (e.g., National Institute for Automotive Service Excellence certification, National Institute for Metalworking Skills, Inc., Machining Level I credential) or a product manufacturer or developer (e.g., Microsoft Certified Database Administrator, Certified Novell Engineer, Sun Certified Java Programmer) using a valid and reliable assessment of an individual's knowledge, skills, and abilities.
- A registered apprenticeship program.
- A public regulatory agency, upon an individual's fulfillment of educational, work experience, or skill requirements that are legally necessary for an individual to use an occupational or professional title or to practice an occupation or profession (e.g., FAA aviation mechanic certification, state certified asbestos inspector).
- A program that has been approved by the Department of Veterans Affairs to offer education benefits to veterans and other eligible persons.
- Job Corps centers that issue certificates.
- Institutions of higher education which is formally controlled, or has been formally sanctioned, or chartered, by the governing body of an Indian tribe or tribes.

***Credential*** - A nationally recognized degree or certificate or state/locally recognized credential. Credentials include, but are not limited to, a high school diploma, GED, or other recognized equivalents, post-secondary degrees/certificates, recognized skill standards, and licensure or industry-recognized certificates. States should include all state education agency recognized credentials. In addition, states should work with local workforce investment boards to encourage certificates to recognize successful completion of the training services listed above that are designed to equip individuals to enter or re-enter employment, retain employment, or advance into better employment. (Please note: this term applies to the current WIA statutory adult, dislocated worker, and older youth measures only, it does not apply to the common measures).

***Date of Exit*** - Represents the last day on which the individual received a service funded by the program or a partner program (see definition of "exit").

***Date of Participation*** – Represents the first day, following a determination of eligibility (if required), that the individual begins receiving a service funded by the program (see definition of participant).

***Diploma*** – The term diploma means any credential that the state education agency accepts as equivalent to a high school diploma. The term diploma also includes post-secondary degrees including Associate (AA and AS) and Bachelor Degrees (BA and BS).

***Educational Gain*** – At post-test, participant completes or advances one or more educational functioning levels from the starting level measured on entry into the program (pre-test).

***Employed at the Date of Participation*** – An individual employed at the date of participation is one who:

- Did any work at all as a paid employee on the date participation occurs (except the individual is not considered employed if: a) he/she has received a notice of termination of employment or the employer has issued a Worker Adjustment and Retraining Notification (WARN) or other notice that the facility or enterprise will close, or b) he/she is a transitioning service member;
- Did any work at all in his/her own business, profession, or farm;
- Worked 15 hours or more as an unpaid worker in an enterprise operated by a member of the family; or
- Was not working, but has a job or business from which he/she was temporarily absent because of illness, bad weather, vacation, labor-management dispute, or personal reasons, regardless of whether paid by the employer for time off, and regardless of whether seeking another job.

***Employed in the Quarter After the Exit Quarter*** – The individual is considered employed in a quarter after the exit quarter if wage records for that quarter show earnings greater than zero. When supplemental data sources are used, individuals should be counted as employed if, in the calendar quarter of measurement after the exit quarter, they did any work at all as paid employees (i.e., received at least some earnings), worked in their own business, profession, or worked on their own farm.

***Employed in the Second or Third Quarter After the Exit Quarter*** – The individual is considered employed if wage records for the second or third quarter after exit show earnings greater than zero. Wage records will be the primary data source for tracking employment in the quarter after exit.

When supplemental data sources are used, individuals should be counted as employed if, in the second or third calendar quarter after exit, they did any work at all as paid employees, worked in their own business, profession, or worked on their own farm.

**Exit** - The term “program exit” means a participant does not receive a service funded by the program or funded by a partner program for 90 consecutive calendar days and is not scheduled for future services. (See Section 6. B. 2. of the TEGl for exceptions to the program exit definition).

**Exit Quarter** – Represents the calendar quarter in which the date of exit is recorded for the individual.

**Last Expected Service** – Occurs when the participant completes the activities outlined in his or her service strategy or service plan and there are no additional services expected other than supportive or follow-up services. Last expected service may also occur in situations where the participant voluntarily or involuntarily discontinues his or her participation in services outlined in the service plan.

**Last Expected Service Date** - This date is used to determine when a customer becomes a part of the sampling frame for the customer satisfaction survey. In many instances, this date will be the same as the exit date. In situations where a case was ended, reopened within 90 days of the original closure date, and then ended again, the date used to determine inclusion in the sampling frame is the initial last expected service date. This date is also the date that triggers follow-up services as long as no additional services are provided (other than supportive or follow-up services) 90 days following this date.

**Not Employed at the Date of Participation** - An individual is also considered *not employed at the date of participation* when he/she (a) did no work at all as a paid employee on the date participation occurs, (b) has received a notice of termination of employment or the employer has issued a WARN or other notice that the facility or enterprise will close, or (c) is a transitioning service member.

**Occupational Skills Goal** - A measurable increase in primary occupational skills encompassing the proficiency to perform actual tasks and technical functions required by certain occupational fields at entry, intermediate or advanced levels. Secondary occupational skills entail familiarity with and use of set-up procedures, safety measures, work-related terminology, record keeping and paperwork formats, tools, equipment and materials, and breakdown and clean-up routines. (Please note: this term applies to the current WIA statutory youth measures only, it does not apply to the common measures).

**Out-of-School Youth** – An eligible youth who is a school dropout, or who has received a secondary school diploma or its equivalent but, is basic skills deficient, unemployed, or underemployed (WIA section 101(33)). For reporting purposes, this term includes all youth except: (i) those who are attending any school and have not received a secondary

school diploma or its recognized equivalent, or (ii) those who are attending post-secondary school and are not basic skills deficient.

**Participant** – A participant is an individual who is determined eligible to participate in the program and receives a service funded by the program in either a physical location (One-Stop Career Center or affiliate site) or remotely through electronic technologies.

**Participation Quarter** – Represents the calendar quarter in which the date of participation is recorded for the individual.

**Physical Location** – A physical location means a designated One-Stop Career Center, an affiliated One-Stop partner site, including a technologically linked access point, where services and activities funded by the program are available, or other specialized centers and sites designed to address special customer needs, such as company work sites for dislocated workers.

**Post-Secondary Education** – A program at an accredited degree-granting institution that leads to an academic degree (e.g., A.A., A.S., B.A., B.S.). Programs offered by degree-granting institutions that do not lead to an academic degree (e.g., certificate programs) do not count as a placement in post-secondary education, but may count as a placement in “advanced training/occupational skills training.”

**Post-test** – A test administered to a participant at regular intervals during the program.

**Pre-test** – A test used to assess a participant’s basic literacy skills, which is administered to a participant up to six months prior to the date of participation, if such pre-test scores are available, or within 60 days following the date of participation.

**Qualified Apprenticeship** – A program approved and recorded by the ETA Bureau of Apprenticeship and Training or by a recognized state apprenticeship agency or council. Approval is by certified registration or other appropriate written credential.

**Training Services** – These services include WIA-funded and non-WIA funded partner training services. These services include: occupational skills training, including training for nontraditional employment; on-the-job training; programs that combine workplace training with related instruction, which may include cooperative education programs; training programs operated by the private sector; skill upgrading and retraining; entrepreneurial training; job readiness training; adult education and literacy activities in combination with other training; and customized training conducted with a commitment by an employer or group of employers to employ an individual upon successful completion of the training.

***Transitioning Service Member*** - A service member in active duty status (including separation leave) who participates in employment services and is within 24 months of retirement or 12 months of separation.

***Work Readiness Skills Goal*** - A measurable increase in work readiness skills including world-of-work awareness, labor market knowledge, occupational information, values clarification and personal understanding, career planning and decision making, and job search techniques (resumes, interviews, applications, and follow-up letters). They also encompass survival/daily living skills such as using the phone, telling time, shopping, renting an apartment, opening a bank account, and using public transportation. They also include positive work habits, attitudes, and behaviors such as punctuality, regular attendance, presenting a neat appearance, getting along and working well with others, exhibiting good conduct, following instructions and completing tasks, accepting constructive criticism from supervisors and co-workers, showing initiative and reliability, and assuming the responsibilities involved in maintaining a job. This category also entails developing motivation and adaptability, obtaining effective coping and problem-solving skills, and acquiring an improved self image. (Please note: this term applies to the current WIA statutory youth measures only, it does not apply to the common measures).

## ATTACHMENT C – EDUCATIONAL FUNCTIONING LEVEL DESCRIPTORS

Outcome Measures Definitions			
EDUCATIONAL FUNCTIONING LEVEL DESCRIPTORS—ADULT BASIC EDUCATION LEVELS			
Literacy Level	Basic Reading and Writing	Numeracy Skills	Functional and Workplace Skills
<b>Beginning ABE Literacy</b> Test Benchmark: TABE (7-8 and 9-10) scale scores (grade level 0-1.9): Reading 367 and below Total Math 313 and below Language 392 and below  CASAS: 200 and below  ABE scale scores (grade level 0-1.9): Reading 524 and below Math 529 and below	Individual has no or minimal reading and writing skills. May have little or no comprehension of how print corresponds to spoken language and may have difficulty using a writing instrument. At the upper range of this level, individual can recognize, read and write letters and numbers, but has a limited understanding of connected prose and may need frequent re-reading. Can write a limited number of basic sight words and familiar words and phrases; may also be able to write simple sentences or phrases, including very simple messages. Can write basic personal information. Narrative writing is disorganized and unclear; inconsistently uses simple punctuation (e.g., periods, commas, question marks); contains frequent errors in spelling.	Individual has little or no recognition of numbers or simple counting skills or may have only minimal skills, such as the ability to add or subtract single digit numbers.	Individual has little or no ability to read basic signs or maps, can provide limited personal information on simple forms. The individual can handle routine entry level jobs that require little or no basic written communication or computational skills and no knowledge of computers or other technology.
<b>Beginning Basic Education</b> Test Benchmark: TABE (7-8 and 9-10): scale scores (grade level 2-3.9): Reading: 368-460 Total Math: 314-441 Language: 393-490  CASAS: 201-210  ABE scale scores (grade level 2-3.9): Reading: 525-612 Math: 530-592	Individual can read simple material on familiar subjects and comprehend simple and compound sentences in single or linked paragraphs containing a familiar vocabulary; can write simple notes and messages on familiar situations, but lacks clarity and focus. Sentence structure lacks variety, but shows some control of basic grammar (e.g., present and past tense), and consistent use of punctuation (e.g., periods, capitalization).	Individual can count, add and subtract three digit numbers, can perform multiplication through 12; can identify simple fractions and perform other simple arithmetic operations.	Individual is able to read simple directions, signs and maps, fill out simple forms requiring basic personal information, write phone messages and make simple change. There is minimal knowledge of, and experience with, using computers and related technology. The individual can handle basic entry level jobs that require minimal literacy skills; can recognize very short, explicit, pictorial texts, e.g. understands logos related to worker safety before using a piece of machinery; can read want ads and complete simple job applications.

Outcome Measures Definitions			
EDUCATIONAL FUNCTIONING LEVEL DESCRIPTORS—ADULT BASIC EDUCATION LEVELS			
Literacy Level	Basic Reading and Writing	Numeracy Skills	Functional and Workplace Skills
<b>Low Intermediate Basic Education</b> Test benchmark: TABE (7-8 and 9-10) scale scores (grade level 4-5.9): Reading: 461-517 Total Math: 442-505 Language: 491-523  CASAS: 211-220  ABLE scale scores (grade level 4-5.9): Reading: 613-645 Math: 593-642	Individual can read text on familiar subjects that have a simple and clear underlying structure (e.g., clear main idea, chronological order); can use context to determine meaning; can interpret actions required in specific written directions, can write simple paragraphs with main idea and supporting detail on familiar topics (e.g., daily activities, personal issues) by recombining learned vocabulary and structures; can self and peer edit for spelling and punctuation errors.	Individual can perform with high accuracy all four basic math operations using whole numbers up to three digits; can identify and use all basic mathematical symbols.	Individual is able to handle basic reading, writing and computational tasks related to life roles, such as completing medical forms, order forms or job applications; can read simple charts, graphs labels and payroll stubs and simple authentic material if familiar with the topic. The individual can use simple computer programs and perform a sequence of routine tasks given direction using technology (e.g., fax machine, computer operation). The individual can qualify for entry level jobs that require following basic written instructions and diagrams with assistance, such as oral clarification; can write a short report or message to fellow workers; can read simple dials and scales and take routine measurements.
<b>High Intermediate Basic Education</b> Test benchmark: TABE (7-8 and 9-10) scale scores (grade level 6-8.9): Reading: 518-566 Total Math: 506-565 Language: 524-559  CASAS: 221-235  ABLE scale score (grade level 6-8.9): Reading: 646-681 Math: 643-693  WorkKeys scale scores: Reading for Information: 75 – 78 Writing: 75 – 77 Applied Mathematics: 75 – 77	Individual is able to read simple descriptions and narratives on familiar subjects or from which new vocabulary can be determined by context; can make some minimal inferences about familiar texts and compare and contrast information from such texts, but not consistently. The individual can write simple narrative descriptions and short essays on familiar topics; has consistent use of basic punctuation, but makes grammatical errors with complex structures.	Individual can perform all four basic math operations with whole numbers and fractions; can determine correct math operations for solving narrative math problems and can convert fractions to decimals and decimals to fractions; can perform basic operations on fractions.	Individual is able to handle basic life skills tasks such as graphs, charts and labels, and can follow multi-step diagrams; can read authentic materials on familiar topics, such as simple employee handbooks and payroll stubs; can complete forms such as a job application and reconcile a bank statement. Can handle jobs that involve following simple written instructions and diagrams; can read procedural texts, where the information is supported by diagrams, to remedy a problem, such as locating a problem with a machine or carrying out repairs using a repair manual. The individual can learn or work with most basic computer software, such as using a word processor to produce own texts; can follow simple instructions for using technology.



Outcome Measures Definitions			
EDUCATIONAL FUNCTIONING LEVEL DESCRIPTORS—ADULT BASIC EDUCATION LEVELS			
Literacy Level	Basic Reading and Writing	Numeracy Skills	Functional and Workplace Skills
<b>Low Adult Secondary Education</b> Test benchmark: TABE (7-8 and 9-10): scale scores (grade level 9-10.9): Reading: 567-595 Total Math: 566-594 Language: 560-585  CASAS: 236-245  ABLE scale scores (grade level 9-10.9): Reading: 682-698 Math: 694-716  WorkKeys scale scores: Reading for Information: 79 – 81 Writing: 78 – 85 Applied Mathematics: 78 – 81	Individual can comprehend expository writing and identify spelling, punctuation and grammatical errors; can comprehend a variety of materials such as periodicals and non-technical journals on common topics; can comprehend library reference materials and compose multi-paragraph essays; can listen to oral instructions and write an accurate synthesis of them; can identify the main idea in reading selections and use a variety of context issues to determine meaning. Writing is organized and cohesive with few mechanical errors; can write using a complex sentence structure; can write personal notes and letters that accurately reflect thoughts.	Individual can perform all basic math functions with whole numbers, decimals and fractions; can interpret and solve simple algebraic equations, tables and graphs and can develop own tables and graphs; can use math in business transactions.	Individual is able or can learn to follow simple multi-step directions, and read common legal forms and manuals; can integrate information from texts, charts and graphs; can create and use tables and graphs; can complete forms and applications and complete resumes; can perform jobs that require interpreting information from various sources and writing or explaining tasks to other workers; is proficient using computers and can use most common computer applications; can understand the impact of using different technologies; can interpret the appropriate use of new software and technology.
<b>High Adult Secondary Education</b> Test benchmark: TABE (7-8 and 9-10): scale scores (grade level 11-12): Reading: 596 and above Total Math: 595 and above Language: 586 and above  CASAS: 246 and higher  ABLE scale scores (grade level 11-12): Reading: 699 and above Math: 717 and above  WorkKeys scale scores: Reading for Information: 82 – 90 Writing: 86 – 90 Applied Mathematics: 82 – 90	Individual can comprehend, explain and analyze information from a variety of literacy works, including primary source materials and professional journals; can use context cues and higher order processes to interpret meaning of written material. Writing is cohesive with clearly expressed ideas supported by relevant detail; can use varied and complex sentence structures with few mechanical errors.	Individual can make mathematical estimates of time and space and can apply principles of geometry to measure angles, lines and surfaces; can also apply trigonometric functions.	Individual is able to read technical information and complex manuals; can comprehend some college level books and apprenticeship manuals; can function in most job situations involving higher order thinking; can read text and explain a procedure about a complex and unfamiliar work procedure, such as operating a complex piece of machinery; can evaluate new work situations and processes, can work productively and collaboratively in groups and serve as facilitator and reporter of group work. The individual is able to use common software and learn new software applications; can define the purpose of new technology and software and select appropriate technology; can adapt use of software or technology to new situations and can instruct others, in written or oral form on software and technology use.

Outcome Measure Definitions			
EDUCATIONAL FUNCTIONING LEVEL DESCRIPTORS—ENGLISH -AS-A-SECOND LANGUAGE LEVELS			
Literacy Level	Speaking and Listening	Basic Reading and Writing	Functional and Workplace Skills
<b>Beginning ESL Literacy</b> Test benchmark: CASAS (all): 180 and below SPL (Speaking) 0-1 SPL (Reading and Writing) 0-1 Oral BEST: 0-15 BEST Plus: 400 and below Literacy BEST: 0-7	Individual cannot speak or understand English, or understands only isolated words or phrases.	Individual has no or minimal reading or writing skills in any language. May have little or no comprehension of how print corresponds to spoken language and may have difficulty using a writing instrument.	Individual functions minimally or not at all in English and can communicate only through gestures or a few isolated words, such as name and other personal information; may recognize only common signs or symbols (e.g., stop sign, product logos); can handle only very routine entry-level jobs that do not require oral or written communication in English. There is no knowledge or use of computers or technology.
<b>Beginning ESL</b> Test benchmark: CASAS (all): 181-200 SPL (Speaking) 2-3 SPL (Reading and Writing) 2-4 Oral BEST 16-41 BEST Plus: 401-438 Literacy BEST: 8-46	Individual can understand frequently used words in context and very simple phrases spoken slowly and with some repetition; there is little communicative output and only in the most routine situations; little or no control over basic grammar; survival needs can be communicated simply, and there is some understanding of simple questions.	Individual can recognize, read and write numbers and letters, but has a limited understanding of connected prose and may need frequent re-reading; can write a limited number of basic sight words and familiar words and phrases; may also be able to write simple sentences or phrases, including very simple messages. Can write basic personal information. Narrative writing is disorganized and unclear; inconsistently uses simple punctuation (e.g., periods, commas, question marks); contains frequent errors in spelling.	Individual functions with difficulty in situations related to immediate needs and in limited social situations; has some simple oral communication abilities using simple learned and repeated phrases; may need frequent repetition; can provide personal information on simple forms; can recognize common forms of print found in the home and environment, such as labels and product names; can handle routine entry level jobs that require only the most basic written or oral English communication and in which job tasks can be demonstrated. There is minimal knowledge or experience using computers or technology.
<b>Low Intermediate ESL</b> Test benchmark: CASAS (all): 201-210 SPL (Speaking) 4 SPL (Reading and Writing) 5 Oral BEST: 42-50 BEST Plus: 439-472 Literacy BEST: 47-53	Individual can understand simple learned phrases and limited new phrases containing familiar vocabulary spoken slowly with frequent repetition; can ask and respond to questions using such phrases; can express basic survival needs and participate in some routine social conversations, although with some difficulty; has some control of basic grammar.	Individual can read simple material on familiar subjects and comprehend simple and compound sentences in single or linked paragraphs containing a familiar vocabulary; can write simple notes and messages on familiar situations, but lacks clarity and focus. Sentence structure lacks variety, but shows some control of basic grammar (e.g., present and past tense), and consistent use of punctuation (e.g., periods, capitalization).	Individual can interpret simple directions and schedules, signs and maps; can fill out simple forms, but needs support on some documents that are not simplified; can handle routine entry level jobs that involve some written or oral English communication, but in which job tasks can be demonstrated. Individual can use simple computer programs and can perform a sequence of routine tasks given directions using technology (e.g., fax machine, computer).

Outcome Measure Definitions			
EDUCATIONAL FUNCTIONING LEVEL DESCRIPTORS—ENGLISH -As-A-SECOND LANGUAGE LEVELS			
Literacy Level	Speaking and Listening	Basic Reading and Writing	Functional and Workplace Skills
<b>High Intermediate ESL</b> Test benchmark: CASAS (all): 211-220 SPL (Speaking) 5 SPL (Reading and Writing) 6 Oral BEST: 51-57 BEST Plus: 473-506 Literacy BEST: 54-65	Individual can understand learned phrases and short new phrases containing familiar vocabulary spoken slowly and with some repetition; can communicate basic survival needs with some help; can participate in conversation in limited social situations and use new phrases with hesitation; relies on description and concrete terms. There is inconsistent control of more complex grammar.	Individual can read text on familiar subjects that have a simple and clear underlying structure (e.g., clear main idea, chronological order); can use context to determine meaning; can interpret actions required in specific written directions, can write simple paragraphs with main idea and supporting detail on familiar topics (e.g., daily activities, personal issues) by recombining learned vocabulary and structures; can self and peer edit for spelling and punctuation errors.	Individual can meet basic survival and social needs, can follow some simple oral and written instruction and has some ability to communicate on the telephone on familiar subjects; can write messages and notes related to basic needs; complete basic medical forms and job applications; can handle jobs that involve basic oral instructions and written communication in tasks that can be clarified orally. The individual can work with or learn basic computer software, such as word processing; can follow simple instructions for using technology.
<b>Low Advanced ESL</b> Test benchmark: CASAS (All): 221-235 SPL (Speaking) 6 SPL (Reading and Writing) 7 Oral BEST 58-64 BEST Plus: 507-540 Literacy BEST: 66 and above	Individual can converse on many everyday subjects and some subjects with unfamiliar vocabulary, but may need repetition, rewording or slower speech; can speak creatively, but with hesitation; can clarify general meaning by rewording and has control of basic grammar; understands descriptive and spoken narrative and can comprehend abstract concepts in familiar contexts.	Individual is able to read simple descriptions and narratives on familiar subjects or from which new vocabulary can be determined by context; can make some minimal inferences about familiar texts and compare and contrast information from such texts, but not consistently. The individual can write simple narrative descriptions and short essays on familiar topics, such as customs in native country; has consistent use of basic punctuation, but makes grammatical errors with complex structures.	Individual can function independently to meet most survival needs and can communicate on the telephone on familiar topics; can interpret simple charts and graphics; can handle jobs that require simple oral and written instructions, multi-step diagrams and limited public interaction. The individual can use all basic software applications, understand the impact of technology and select the correct technology in a new situation.
<b>High Advanced ESL</b> Test benchmark: CASAS (All): 236-245 SPL (Speaking) 7 SPL (Reading and Writing) 8 Oral BEST 65 and above BEST Plus: 541-598  Exit Criteria: SPL 8 (BEST Plus 599 and higher)	Individual can understand and participate effectively in face-to-face conversations on everyday subjects spoken at normal speed; can converse and understand independently in survival, work and social situations; can expand on basic ideas in conversation, but with some hesitation; can clarify general meaning and control basic grammar, although still lacks total control over complex structures.	Individual can read authentic materials on everyday subjects and can handle most reading related to life roles; can consistently and fully interpret descriptive narratives on familiar topics and gain meaning from unfamiliar topics; uses increased control of language and meaning-making strategies to gain meaning of unfamiliar texts. The individual can write multiparagraph essays with a clear introduction and development of ideas; writing contains well formed sentences, appropriate mechanics and spelling, and few grammatical errors.	Individual has a general ability to use English effectively to meet most routine social and work situations; can interpret routine charts, graphs and tables and complete forms; has high ability to communicate on the telephone and understand radio and television; can meet work demands that require reading and writing and can interact with the public. The individual can use common software and learn new applications; can define the purpose of software and select new applications appropriately; can instruct others in use of software and technology.

Source: U.S. Department of Education, Office of Vocational and Adult Education.

## **Attachment D**

### **WIA Title IB Performance Measures and Related Clarifications Program Years 2005 and 2006**

#### **A. Background**

Section 136 of the Workforce Investment Act (WIA) specifies core indicators of performance for workforce investment activities in adult, dislocated worker, and youth programs. Fifteen core measures apply to the adult, dislocated worker, and youth programs, and two measures of customer satisfaction apply across these three funding streams for a total of 17 required measures.

The technical guidance contained in Training and Employment Guidance Letter (TEGL) No. 7-99, which was published on March 3, 2000, regarding the implementation of the core and customer satisfaction performance measures and calculate performance levels required under the WIA, is rescinded with the issuance of this guidance letter. This guidance letter informs states and other grantees of ETA's policy on common performance measures for its workforce investment programs. This attachment provides technical guidance regarding the incorporation of the common measures and related operational parameters into the WIA performance measures.

ETA believes that the use of "participant" in lieu of "registrant" in data collection and associated reports will give Congress a more complete picture of how many people are actually receiving services through the workforce investment system. Further, by clarifying the definition of self-service and informational activities in Section B, ETA also intends to promote greater accountability and reduce inconsistencies among the states in their performance computations. Only WIA Adult and Dislocated Worker participants who receive services, other than self-service and informational activities, will be taken into account when computing WIA performance measures.

Section C details the core indicators of WIA performance for workforce investment activities for Program Years 2005 and 2006. Section D addresses the impact of the change in determining when participants are included in the collection of customer satisfaction data. (Initial guidance on collecting and reporting customer satisfaction data was published in TEGLs 7-99, 6-00, and 6-00, Change 1.) Attachment B to this TEGL outlines the definitions of terms used in the computations of performance outcomes on the core indicators of WIA performance specified in Section C.

## B. Applying Measures to Funding Streams and Population Groups

The WIA performance measures, other than the customer satisfaction measures, are applied separately to the three funding streams: Adult, Dislocated workers, and Youth. The Youth funding stream is further divided into two categories: older youth (aged 19-21) and younger youth (aged 14-18). This means that 15 of the measures are divided among the four different population groups. The two customer satisfaction measures are applied across all population groups. Since the outcomes vary across the four population groups, ETA maintains that it is important to measure performance separately for each group. The following table gives examples of the services that are reflected in the WIA performance measures.

**Table 1: Examples of WIA Services Reflected in Performance Measures**

WIA Core Services	WIA Intensive Services	WIA Training Services
Staff assisted job search assistance, job referral, and career counseling	Comprehensive and specialized assessment, such as diagnostic testing and interviewing	Occupational skills training
Staff assisted assessment, job placement assistance and other services (such as testing and background checks)	Full development of individual employment plan	On-the-job training
Staff assisted job development (working with employer and job seekers)	Group counseling	Workplace training and cooperative education programs
Staff assisted workshops and job clubs	Individual counseling and career planning	Private sector training programs
	Case management	Skill upgrading and retraining
	Short-term pre-vocational services	Entrepreneurial training
		Job readiness training
		Adult education and literacy activities in combination with training
		Customized training

The following guidelines apply in determining how to count participants in the funding streams:

- If a participant is served by a specific funding stream, he/she will be counted in that funding stream's set of measures (e.g., a participant served by Adult funds

will be in the adult measures). In other words, the determination as to whether to include a participant in WIA or Wagner-Peyser Act program reporting and performance calculation is based on whether the services, staff, facility, or activity was funded in whole or in-part by WIA, Wagner-Peyser, or partner programs.

- If a participant is served by more than one funding stream, he/she will be counted in more than one set of measures. For example, a participant served by Youth funds and Adult funds will be counted in the youth measures and adult measures.
- Since there are two sets of measures within the Youth funding stream, the following applies for those served by the Youth funding stream: a youth must be included only in the set of youth measures that applies based on the person's age at participation (i.e., youth between the ages of 14 and 18 at the date of first youth program service will be included in the younger youth measures and youth between the ages of 19-21 at the date of first youth program service will be included in the older youth measures) regardless of how old the participant is at exit.
- Only those WIA Adult and Dislocated Worker program participants who receive services, other than self-service or informational activities, will be taken into account when calculating and reporting the performance for the WIA Adult and Dislocated Worker programs (see WIA section 136(b)(2)(A) and 20 CFR 666.140).

### **Determination of Participant for Performance Calculations**

The determination of when a customer is designated as a participant in the workforce investment system for performance calculations is clarified in Section 6, “Program Participation and Exit” of the TEGL. The section which clarifies who should be included in performance calculations is repeated here for additional clarity and uniformity of the information presented.

### **Distinctions between Reporting under the WIA Performance Accountability System and Reporting under Common Measures**

One of the purposes for the introduction of common measures was to more accurately reflect the true number of individuals who benefit from the One-Stop system. ETA recognizes that states are dedicating significant resources to ensuring that services (including core self-service and informational activities) are available to remote customers who access the workforce investment system via electronic technologies. ETA intends to provide Congress, the public and other interested stakeholders with more complete and accurate information on participation levels

and types of services being provided through the nation's workforce investment system, including data on customers who access services via electronic technologies. However, confusion still exists as to when an individual receiving a program-funded service must be included in performance calculations. This confusion has resulted in a significant undercount of the number of individuals who benefit from funded services, as well as a distorted view of system outcomes, efficiency, and efficacy of WIA, Wagner-Peyser Act, Jobs for Veterans Act, and other programs. The following sections seek to distinguish participants who need to be included in the common measures participant counts from participants who need to be included in performance calculations for WIA and other programs.

***A. Who needs to be reported in the common measures participant counts?***

ETA's policy requires state workforce agencies (SWAs) to report, in the appropriate participant counts, all individuals who have been determined eligible and receive a service, including self-service and informational activities, in either a physical location (One-Stop Career Center or affiliate site) or remotely through electronic technologies. (See Section 6.A.1)

***B. Who needs to be included in the performance measures calculations?***

All participants who receive a core, intensive, or training service who exit the program are to be included in performance measures calculations, except that Section 136 of WIA expressly excludes WIA Adult and Dislocated Worker program participants who only receive self-service or informational activities from performance calculations.

The exclusion of participants receiving only self-service or informational activities from the WIA performance calculations has been a major source of confusion and misrepresentation at the state and local level, and has resulted in large numbers of participants being improperly excluded from the outcome performance calculations. ETA is clarifying its interpretation of self-service and informational activities in order to promote greater accountability and consistency among states in their performance computations for the WIA Adult, Dislocated Worker, Wagner-Peyser Act, Jobs for Veterans Act, and Trade Act programs.

**1. Self-Service and Informational Activities**

According to 20 CFR 666.140(a)(2), **self-service** and **informational activities** are those core services that are made available and accessible to the general public; that are designed to inform and educate individuals about the labor market, their employment strengths and weaknesses, and the range of

services appropriate to their situation; and that do not require **significant staff involvement** with the individual in terms of resources or time.

ETA interprets the critical terms above as follows:

*Self-service* occurs when participants serve themselves in accessing workforce investment system information and activities in either a physical location, such as a One-Stop Career Center resource room or partner agency, or remotely via the use of electronic technologies.

*Informational activities* in a workforce investment setting may include both self-services and staff-assisted core services that are designed to inform and educate a participant about the labor market and to enable a participant to identify his or her individual employment strengths, weaknesses, and the range of services appropriate for the individual. The exception is core services that require significant staff involvement (see below).

## 2. Clarification of Significant Staff Involvement

Significant staff involvement is fundamental to determining if a participant will be considered in performance calculations. The critical distinction is determining when a participant has received a level of service that requires significant staff involvement.

*Significant staff involvement* in a workforce investment setting is any assistance provided by staff beyond the informational activities described above regardless of the length of time involved in providing such assistance. Significant staff involvement includes a staff member's assessment of a participant's skills, education, or career objectives in order to achieve any of the following:

- Assist participants in deciding on appropriate next steps in the search for employment, training, and related services, including job referral;
- Assist participants in assessing their personal barriers to employment; or
- Assist participants in accessing other related services necessary to enhance their employability and individual employment related needs.

**A participant who receives this level of service has received a service that involves a significant level of staff involvement; therefore, this participant would be included in the performance measures calculation.**

On the other hand, when a staff member provides a participant with readily available information that does not require an assessment by the staff member of the participant's skills, education, or career objectives, the



participant is a recipient of informational activities. This includes information such as labor market trends, the unemployment rate, information on businesses that are hiring or reducing their workforce, information on high-growth industries, and occupations that are in demand. A participant is also a recipient of informational activities when a staff member provides the participant with information and instructions on how to access the variety of other services available in the One-Stop Career Center, including the tools in the resource room.

**A participant who only receives this level of service has not received a service that involves a significant level of staff involvement; therefore, he/she is a participant who would be excluded from the performance measures calculation.**

### 3. Inclusion of Participants in Performance Calculations by Program

Although the WIA Adult and Dislocated Worker program participants who access or receive only self-service or informational services are excluded in the WIA performance calculations, these participants should be included in the Wagner-Peyser Act reporting and performance calculations to the degree that Wagner-Peyser Act funds contributed to the core employment and workforce information services received.

In accordance with policy principles articulated in the TEGL, if a participant is served by a specific funding stream, he/she will be counted as a participant in that funding stream's reporting system and/or performance calculations. For example, Wagner-Peyser Act funds are often used to support and maintain One-Stop Career Center operations, electronic tools, job banks, and workforce information services. In these situations, it would be appropriate to include participants who accessed or received Wagner-Peyser Act-funded services in the Wagner-Peyser Act performance accountability system. Where WIA program funds are used in similar ways, participants who receive self-service or informational activities would only be included in the WIA participant and services counts, but would not be counted in the WIA performance measures.

State workforce agencies are in the best position to assist local workforce investment boards and One-Stop Career Centers in making these determinations and are accountable for assuring uniform application of ETA policy.

## Scenarios

The following scenarios could occur in the delivery of services and are presented to illustrate the concept of the level of staff involvement discussed above. While these scenarios do not cover every situation states and local workforce investment areas may encounter, they can be used to determine the level of staff involvement that will trigger a period of participation and a participant's inclusion in WIA performance measures calculations.

### Scenario 1

An individual comes into the One-Stop Career Center believing that he can access all government services. He asks for directions to the Motor Vehicle Administration. The receptionist gives the information and the individual leaves.

*This person is not a participant and will not appear in any counts for performance measures. The information that he sought did not directly relate to the services provided by the One-Stop Career Center or the workforce investment system.*

### Scenario 2

An individual comes into the One-Stop Career Center and accesses the computers in the self-service area, using a system user account identification. The self-service area is jointly funded by WIA and Wagner-Peyser Act funds. She takes some notes, scribbles the notes on a sheet of paper near the computer, and leaves the facility.

*This person may be a participant but it is difficult to determine the nature of the information that the individual has accessed or written down, as there had been no staff interaction with this individual. In this case, however, the individual is a participant because she used her system user account identification to access a saved job search on the state's Internet job bank system and copied employer contact information. This participant's self-referral activity was captured by the state's data system and a service transaction was recorded. Because the state job bank is funded by both WIA and the Wagner-Peyser Act, this individual is included in the WIA and Wagner-Peyser Act participant counts, but not included in the WIA performance measures calculation because the participant received only self-services. This person is included in the Wagner-Peyser Act performance calculations.*

### Scenario 3

An individual accesses job listings from his home computer and uses the resume writer software that is on the local One-Stop Web site. The Web site is jointly funded by the Wagner-Peyser Act and WIA. The individual sends his resume in response to a job listing.

*This person is a participant as he has used workforce investment system information and services to assist his job search. This individual is included in Wagner-Peyser Act and WIA participant counts, but not included in the WIA performance measures calculation because the participant received only self-services. This person is counted in the Wagner-Peyser Act performance calculations.*

#### Scenario 4

An individual accesses job listings from a computer at the local library and uses her account identification that she established with the workforce investment system to log on to the computer. The individual sends her resume in response to a job listing for which she believes she will be a suitable candidate.

*This person is a participant as she has used workforce investment system services to assist her job search. This individual is included as a Wagner-Peyser Act and WIA participant, but not included in the WIA performance measures calculation because the participant received only self-services. This person is counted in the Wagner-Peyser Act performance calculations.*

#### Scenario 5

An individual has figured out how to access workforce investment system information from his cell phone that includes a personal data assistant. He thinks that he has found the job of his dreams on the state job bank and posts his resume with the employer.

*This person is a participant as he has used workforce investment system services to assist his job search. This individual is included as a Wagner-Peyser Act and WIA participant, but not included in the WIA performance calculations because the individual received only self-services. This person is counted in the Wagner-Peyser Act performance calculations.*

#### Scenario 6

An individual arrives at the One-Stop Career Center and, familiar with computers, she decides to go to the self-service section and search the job listings. Later, she wants to review occupational trends information. She pulls up some information, but is not quite sure how the trends were calculated. She questions the staff about the statistics and asks where she might find additional information on the need for workers in this field. The staff member answers the question and directs the individual to the Career Voyages, another self-service Web site where more information and other helpful links are available.

*This person is a participant as she has used workforce investment system information and self-service electronic tools jointly funded by WIA and Wagner-Peyser Act funds to assist her job search. This individual is included as a Wagner-Peyser Act and WIA participant, but not included in the WIA performance calculations because the participant received only self-service and informational activities. This individual did not receive services requiring significant staff involvement because the staff person provided readily available information and instructions about tools and services in the research room without having to assess the individual's skills, education, or career objectives. This person is counted in the Wagner-Peyser Act performance calculations.*

#### Scenario 7

An individual arrives at a One-Stop Career Center looking for information on the availability of jobs in a specific field. The staff member asks the individual several questions to determine the individual's previous work experience, education, and training experience in the specific industry and occupation. The staff member assists the individual to search for employment on a resource room computer and provides him with the local occupational and economic trend information.

*This person is a participant as he has used workforce investment system staff-assisted service to assist his job search. This individual is included as a Wagner-Peyser Act and WIA participant, and must be included in the WIA performance measures calculation because the participant received more than self-service and informational activities. The staff member performed an assessment of the participant's work readiness for employment in the local area and assisted in the participant's job search. This person is also counted in the Wagner-Peyser Act performance calculations.*

#### Scenario 8

An individual arrives at the One-Stop Career Center and wants to know the various services that are available at the One-Stop Career Center. The One-Stop Career Center specialist gives the individual an orientation to the One-Stop Career Center and advises the individual of what services are available. The staff member sets the individual up at a computer and shows him how to use the equipment and to access the job search tools. Later, the individual participates in an assessment interview and begins to develop an employment plan.

*This individual is a participant as she has used workforce investment system services to assist her job search. This individual is included as a Wagner-Peyser Act and WIA participant. She is included in the WIA performance measures calculations because her assessment interview and the development of an employment plan required significant staff involvement. This individual should also be included in the Wagner-Peyser Act performance calculations (See note below).*

Note: The determination on when to include a participant in WIA or Wagner-Peyser Act reporting and performance measures calculation is based on whether the services, staff, facility, or activity was funded in whole, or in-part, by WIA, Wagner-Peyser, or partner programs.

## **C. Performance Measures that Apply to the WIA Adult, Dislocated Worker, and Youth Funding Streams**

### **Adult Measures**

#### **1. Adult Entered Employment Rate**

*Of those who are not employed at the date of participation:*

The number of adult participants who are employed in the first quarter after the exit quarter divided by the number of adult participants who exit during the quarter.

Operational Parameters:

- Individuals who are employed at the date of participation are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- Individuals who, although employed, have either received a notice of termination of employment or the employer has issued a Worker Adjustment and Retraining Notification (WARN) or other notice that the facility or enterprise will close, or are transitioning service members are considered not employed and are included in the measure.
- Employment at the date of participation is based on information collected from the individual, not from wage records.

#### **2. Adult Employment Retention Rate**

*Of those who are employed in the first quarter after the exit quarter:*

The number of adult participants who are employed in both the second and third quarters after the exit quarter divided by the number of adult participants who exit during the quarter.

Operational Parameters:

- This measure includes only those who are employed in the first quarter after the exit quarter (regardless of their employment status at participation).
- Individuals who are not employed in the first quarter after the exit quarter are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- Employment in the first, second, and third quarters after the exit quarter does not have to be with the same employer.

**3. Adult Earnings Change in Six Months (Applicable for Program Year (PY) 2005 Only)**

*Of those adults who are employed in the first quarter after the exit quarter:*

[Total earnings in the second quarter plus total earnings in the third quarter after the exit quarter] **minus** [total earnings in the second quarter plus total earnings in the third quarter prior to the participation quarter] divided by the number of adult participants who exit during the quarter.

Operational Parameters:

- To ensure comparability of this measure on a national level, wage records will be the only data source for this measure. Acceptable wage record sources are a state's Unemployment Insurance wage records, federal employment wage records, military employment wage records, and other administrative wage records (See Section 7 of this TEGL).
- Individuals whose employment in either the first or third quarter after the exit quarter was determined from supplementary sources and not from wage records are excluded from the measure.
- Grantees must initiate processes to obtain the second and third quarter pre-program earnings for the individual at the time of participation in the program.
- Earnings may be excluded from each of the total quarterly amounts only where the grantee has determined that false or erroneous wage record data have been reported to the grantee, or the individual has received distributions related to severance pay or other earnings attributable to termination from an employment situation. Such a determination by the

grantee must be based on documented procedures and processes for editing and cleaning wage record data and are subject to audit.

#### **Adult Average Earnings (Effective July 1, 2006)**

*Of those who are employed in the first, second, and third quarters after the exit quarter:*

[Total earnings in the second quarter plus total earnings in the third quarter after the exit quarter] divided by the number of adult participants who exit during the quarter.

Operational Parameters:

- To ensure comparability of this measure on a national level, wage records will be the only data source for this measure. Acceptable wage record sources are a state's Unemployment Insurance wage records, Federal employment wage records, military employment wage records, and other administrative records.
- Individuals whose employment in either the first, second, or third quarters after the exit quarter was determined solely from supplementary sources and not from wage records are excluded from the measure.

#### **4. Adult Employment and Credential/Certificate Rate**

*Of those adults who received training services:*

Number of adult participants who were employed in the first quarter after exit and received a credential/certificate by the end of the third quarter after exit divided by the number of adult participants who exit during the quarter.

Operational Parameters:

- The use of the definition of "certificate" is applicable for participants who begin receiving services on or after July 1, 2006. Adult participants who received training services prior to July 1, 2006 are covered under the previous requirements.
- The numerator of this measure includes those who were employed in the first quarter after exit regardless of whether they were employed at participation.
- Credentials/certificates can be obtained while a person is still participating in services and up to three quarters following exit.

## **Dislocated Worker Measures**

### **5. Dislocated Worker Entered Employment Rate**

*Of those who are not employed at the date of participation:*

The number of dislocated worker participants who are employed in the first quarter after the exit quarter divided by the number of dislocated worker participants who exit during the quarter.

Operational Parameters:

- Individuals who are employed at the date of participation are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- Individuals who, although employed, have either received a notice of termination of employment or the employer has issued a Worker Adjustment and Retraining Notification (WARN) or other notice that the facility or enterprise will close, or are transitioning service members are considered not employed and are included in the measure.
- Employment at the date of participation is based on information collected from the individual, not from wage records.

### **6. Dislocated Worker Employment Retention Rate**

*Of those who are employed in the first quarter after the exit quarter:*

The number of dislocated worker participants who are employed in both the second and third quarters after the exit quarter divided by the number of dislocated worker participants who exit during the quarter.

Operational Parameters:

- This measure includes only those who are employed in the first quarter after the exit quarter (regardless of their employment status at participation).
- Individuals who are not employed in the first quarter after the exit quarter are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- Employment in the first, second, and third quarters after the exit quarter does not have to be with the same employer.



## 7. Dislocated Worker Earnings Change in Six Months (Applicable for PY 2005 Only)

*Of those dislocated workers who are employed in the first quarter after the exit quarter:*

[Total earnings in the second quarter plus total earnings in the third quarter after the exit quarter] **minus** [total earnings in the second quarter plus total earnings in the third quarter prior to the participation quarter] divided by the number of dislocated worker participants who exit during the quarter.

### Operational Parameters:

- To ensure comparability of this measure on a national level, wage records will be the only data source for this measure. Acceptable wage record sources are a state's Unemployment Insurance wage records, Federal employment wage records, military employment wage records, and other administrative wage records (See section 7 of this TEGL).
- Individuals whose employment in either the first or third quarter after the exit quarter was determined from supplementary sources and not from wage records are excluded from the measure.
- Grantees must initiate processes to obtain the second and third quarter pre-program earnings for the individual at the time of participation in the program.
- Earnings may be excluded from each of the total quarterly amounts only where the grantee has determined that false or erroneous wage record data have been reported to the grantee, or the individual has received distributions related to severance pay or other earnings attributable to termination from an employment situation. Such a determination by the grantee must be based on documented procedures and processes for editing and cleaning wage record data and are subject to audit.

### Dislocated Worker Average Earnings (Effective July 1, 2006)

*Of those who are employed in the first, second, and third quarters after the exit quarter:*

[Total earnings in the second quarter plus total earnings in the third quarter after the exit quarter] divided by the number of dislocated worker participants who exit during the quarter.

Operational Parameters:

- To ensure comparability of this measure on a national level, wage records will be the only data source for this measure. Acceptable wage record sources are a state's Unemployment Insurance wage records, Federal employment wage records, military employment wage records, and other administrative wage records (See section 7 of this TEGL).
- Individuals whose employment in either the first, second, or third quarters after the exit quarter was determined solely from supplementary sources and not from wage records are excluded from the measure.

## **8. Dislocated Worker Employment and Credential/Certificate Rate**

*Of those dislocated workers who received training services:*

Number of dislocated worker participants who were employed in the first quarter after exit and received a credential/certificate by the end of the third quarter after exit divided by the number of dislocated worker participants who exit during the quarter.

Operational Parameters:

- The use of the definition of "certificate" is applicable for participants who begin receiving services on or after July 1, 2006. Dislocated worker participants who received training services prior to July 1, 2006 are covered under the previous requirements.
- The numerator of this measure includes those who were employed in the first quarter after exit regardless of whether they were employed at participation.
- Credentials/certificates can be obtained while a person is still participating in services and up to three quarters following exit.

## **Older Youth (Age 19-21) Measures**

### **9. Older Youth Entered Employment Rate**

*Of those who are not employed at the date of participation and who are either not enrolled in post-secondary education or advanced training/advanced training-occupational skills training in the first quarter after the exit quarter or are employed in the first quarter after the exit quarter:*

Number of older youth participants who are employed in the first quarter after the exit quarter divided by the number of older youth participants who exit during the quarter.

Operational Parameters:

- Individuals who are employed at participation are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).
- The use of the definition of “advanced training/occupational skills training” is effective on July 1, 2006. Youth participants who received services prior to July 1, 2006 are covered under the previous requirements.
- Employment at participation is based on information collected from the participant, not from wage records.
- Individuals in both employment and post-secondary education or advanced training in the first quarter after exit will be included in the denominator. Individuals who are not employed, but are in only post-secondary education or advanced training in the first quarter after exit are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).

#### **10. Older Youth Employment Retention Rate at Six Months**

*Of those older youth who are employed in the first quarter after the exit quarter and who are either not enrolled in post-secondary education or advanced training/advanced training-occupational skills training in the third quarter after the exit quarter or are employed in the third quarter after the exit quarter:*

Number of participants who are employed in the third quarter after the exit quarter divided by the number of older youth participants who exit during the quarter.

Operational Parameters:

- This measure includes individuals who are employed in the first quarter following exit, except those individuals who are employed in the first quarter and not employed in the third quarter following exit, but are in post-secondary education or advanced training in the third quarter following exit. These individuals are excluded from this measure (i.e., programs will not be held accountable for these individuals under this measure).

- The use of the definition of “advanced training/occupational skills training” is effective on July 1, 2006. Youth participants who received services prior to July 1, 2006 are covered under the previous requirements.
- Employment in the first and third quarters following exit does not have to be with the same employer.

## 11. Older Youth Earnings Change in Six Months

*Of those who are employed in the first quarter after the exit quarter and who are either not enrolled in post-secondary education or advanced training/advanced training-occupational skills training in the third quarter after the exit quarter or are employed in the third quarter after the exit quarter:*

Total post-program earnings [earnings in quarter 2 + quarter 3 after exit] minus pre-program earnings [earnings in quarter 2 + quarter 3 prior to participation] divided by the number of older youth participants who exit during the quarter.

Operational Parameters:

- This measure includes the same population as the older youth employment retention measure (regardless of their employment status at participation).
- The use of the definition of “advanced training/occupational skills training” is effective on July 1, 2006. Youth participants who received services prior to July 1, 2006 are covered under the previous requirements.
- To ensure comparability of this measure on a national level, the wage records will be the only data source for this measure. Acceptable wage record sources are a state’s Unemployment Insurance wage records, Federal employment wage records, military employment wage records, and other administrative wage records (See section 7 of this TEGL).
- Individuals whose employment in either the first or third quarter after the exit quarter was determined from supplementary sources and not from wage records are excluded from the measure.
- Grantees must initiate processes to obtain the second and third quarter pre-program earnings for the individual at the time of participation in the program.
- Earnings may be excluded from each of the total quarterly amounts only where the grantee has determined that false or erroneous wage record data have been reported to the grantee, or the individual has received

distributions related to severance pay or other earnings attributable to termination from an employment situation. Such a determination by the grantee must be based on documented procedures and processes for editing and cleaning wage record data and are subject to audit.

- ETA will not be amending the older youth earnings measure to an average earnings measure since the older youth earnings measure may be eliminated upon WIA reauthorization.

## **12. Older Youth Credential/Certificate Rate**

Number of older youth participants who are either employed, in post-secondary education, or in advanced training/advanced training-occupational skills training in the first quarter after the exit quarter and received a credential/certificate by the end of the third quarter after the exit quarter divided by the number of older youth participants who exit during the quarter.

Operational Parameters:

- The use of the definition of “certificate” is applicable for participants who begin receiving services on or after July 1, 2006. Older youth participants who received services prior to July 1, 2006 are covered under the previous requirements.
- The use of the definition of “advanced training/occupational skills training” is effective on July 1, 2006. Youth participants who received services prior to July 1, 2006 are covered under the previous requirements.
- As opposed to the adult and dislocated worker measures where a credential/certificate must be coupled with employment, for older youth, a credential/certificate can be coupled with employment, entry into post-secondary education, or entry into advanced training.
- As opposed to the adult and dislocated worker measures where only those who received training services are included in the measure, all older youth exiters will be included in this measure.
- Credentials/certificates can be obtained while a person is still participating in services.

## **Younger Youth (Age 14-18) Measures**

### **13. Younger Youth Skill Attainment Rate**

*Of all in-school youth and any out-of-school youth assessed to be in need of basic skills, work readiness skills, and/or occupational skills:*

Total number of basic skills goals attained by younger youth plus number of work readiness skills goals attained by younger youth plus number of occupational skills goals attained by younger youth divided by the total number of basic skills goals plus the number of work readiness skills goals plus the number of occupational skills goals set.

Operational Parameters:

- The measure creates an appropriate intermediate-type measure for youth who require more services, such as academic and soft skills development, prior to attaining a diploma or equivalency, employment, and post secondary education.
- If a participant is deficient in basic literacy skills, the individual must set, at a minimum, one basic skills goal (the participant may also set work readiness and/or occupational skills goals, if appropriate).
- WIA participants counted in this measure may be in-school; and out-of-school youth assessed to be in need of basic skills, work readiness skills, and/or occupational skills.
- All youth measured in this rate must have a minimum of one skill goal set per year and may have a maximum of three goals per year.
- The target date for accomplishing each skill goal must be set for no later than one year.
- If the goal is not attained by the time of exit, the youth participant cannot be counted as a positive in the measure.
- The skill goal or the target date set can only be extended if the participant has a gap in service in which the participant is not receiving services but plans to return to the program. The one year clock for the goal target date stops. The clock begins again once the participant begins to receive program services.
- Goals will fall into the category of basic skills, work readiness skills, or occupational skills. Participants may have any combination of the three types of skill goals (three skill goals in the same category, two skill goals in one category and one skill goal in another, or one skill goal in each category, etc.).

- Success of skill attainment goals will be recorded in the quarter of goal achievement, while failure will be recorded in the quarter one year from the time the goal was set if not attained by such time.

#### **14. Younger Youth Diploma or Equivalent Attainment**

*Of those younger youth who are without a diploma or equivalent at the time of participation:*

Number of younger youth who attained secondary school diploma or equivalent by the end of the first quarter after exit divided by the number of younger youth who exit during the quarter (except those still in secondary school at exit).

Operational Parameters:

- If a younger youth exits WIA while still enrolled in secondary education, the individual is excluded from the measure (i.e., programs will not be held accountable for these individuals under this measure).
- All younger youth (except those still in secondary school at exit and those who have already attained their diploma or equivalent prior to participation) will be assessed in this measure in the quarter after exit.

#### **15. Younger Youth Retention Rate**

Number of younger youth found in one of the following categories in the third quarter following exit:

- post secondary education
- advanced training (replaced with advanced training or occupational skills in PY 2006)
- employment (including military service)
- qualified apprenticeships

divided by the number of younger youth who exit during the quarter (except those still in secondary school at exit).

Operational Parameters:

- If the participant is in one of the placement activities listed above during the third quarter following exit, the individual is counted as successfully retained (the participant does not have to remain in the same activity for the

entire retention period, as long as the participant is found in one of the activities during the third quarter).

- The use of the definition of “advanced training/occupational skills training” is effective on July 1, 2006. Younger youth participants who received services prior to July 1, 2006 are covered under the previous requirements.
- If the participant exits WIA and does not enter into any of placement activities by the time retention is measured, the participant is counted in the denominator of the measure and it is reflected as a negative outcome.
- If a younger youth exits WIA while still enrolled in secondary education, the individual is excluded from the measure (i.e., programs will not be held accountable for these individuals under this measure).

### **Customer Satisfaction Measures**

To meet the customer satisfaction measurement requirements of WIA, ETA will use customer satisfaction surveys. The survey approach that will be utilized allows state and local flexibility and, at the same time, captures common customer satisfaction information that can be aggregated and compared at a state and national level. This will be done through the use of a small set of required questions that form a customer satisfaction index. ETA continues to use the American Customer Satisfaction Index (ACSI), which is created by combining scores from three specific questions that address different dimensions of customers' experiences. For WIA application, there will be one score for each of the two customer groups: participants and employers.

Some of the most advanced thinking in the business world recognizes that customer relationships are best treated as assets, and that methodical analysis of these relationships can provide a road map for improving them. The ACSI was developed to provide business with this analytical tool. The index, often referred to as "the voice of the nation's consumer," is published quarterly in the Wall Street Journal. In 1999, government employed the ACSI to analyze its relationships with its customers – American citizens.

Since 1999 and the development of the baseline data, yearly scores have helped to demonstrate the rate and extent of improvement in the areas where there was success in addressing customers' needs and areas where improvement was needed. According to the 2004 ACSI special report on citizen and user evaluation of services from 23 federal government agencies and 54 federal government Web sites, customers appear to be more satisfied with government services. The ACSI allows



the workforce investment system to not only look at performance within the system, but also to gain perspective on the workforce system's performance by benchmarking against organizations and industries outside of the system.

Since the ACSI trademark is proprietary property of the University of Michigan and its software is owned by Claes Fornell International (CFI) Group, the Department has established a license agreement with the University of Michigan that allows states the use of the ACSI for a statewide sample of participants and employers. States that want to use the ACSI for measuring customer satisfaction for each local area will have to establish an independent contract with the University of Michigan. States may also contract with CFI Group for additional assistance in measuring, analyzing, and understanding ACSI data.

Please refer to the WIA Management Information and Reporting System data collection package, initially approved by the Office of Management and Budget through emergency clearance on April 11, 2005, for information on creating and administering the ACSI at the state level. Please note that full approval of this package is anticipated in Spring 2006.

Please note the following clarification concerning surveying employers that was inadvertently omitted from the WIA Information Management System data collection package: In some instances, an employer may receive multiple services and have multiple contacts listed for the employer. In this situation, the employer contact receiving the greatest amount of service should be surveyed about the employer's satisfaction. An employer should only be surveyed once during the course of the program year.

## **16. Participant Satisfaction Score**

The weighted average of participant ratings on each of the three questions regarding overall satisfaction are reported on a 0-100 point scale. The score is a weighted average, not a percentage.

## **17. Employer Satisfaction Score**

The weighted average of employer ratings on each of the three questions regarding overall satisfaction are reported on a 0-100 point scale. The score is a weighted average, not a percentage.

### **D. Parameters for Collecting Customer Satisfaction Information to Measure Local Workforce Investment Board (WIB) Performance**

States may purchase and use the ACSI methodology to measure local WIB performance or they may develop their own customer satisfaction measurement instruments and methodology to be used by all WIBs. To ensure customer satisfaction results for individuals are collected in a consistent and uniform manner throughout the state, procedures used to obtain participant and employer customer satisfaction information on local WIBs should satisfy the following criteria.

1. Procedures should:

- Measure customer satisfaction of employers and participants with services received from the local workforce investment program under Title IB (Section 136(b)(2)(B));
- Ensure the satisfaction of employers and participants with services can be reported in an objective, quantifiable and measurable way (Section 136(b)(3)(i)(I));
- Be consistently applied among all local WIBs;
- Be collected in a uniform and equitable manner for each WIB throughout the state; and
- Conform to widely accepted methodological and statistical criteria for measuring customer satisfaction.

2. The customer satisfaction data collected should be of public use quality. Sufficient safeguards should be used to ensure the integrity of the data.

3. The core question(s) and survey approach (e.g., in-person, telephone or mail) used by states to collect customer satisfaction information at the local level must be uniformly applied throughout the state. A core question is one that requires a valid response to calculate customer satisfaction.

If the state uses the ACSI approach for each local WIB and wants to use these results to derive state level outcomes, the customer satisfaction information for each WIB must be collected by telephone interviews to be consistent with the guidelines detailed in WIA Information Management System data collection package. In-person interviews and mail questionnaires may be used only in situations where the individual does not have a telephone. The ACSI core questions outlined in WIA Information Management System data collection package must also be used in the surveys.

4. Participants and employers should be contacted and respond as soon as possible after the receipt of the service(s). If the state is using the ACSI approach to gather results for each local WIB and wants to use these results to derive state level outcomes, the following timeframes should be observed:
  - Participants should be contacted as soon as possible on or after the last expected service date and no later than 60 days after the closure date. Please refer to Section E, Definitions of Terms, for operational guidance on the use of the “last expected service date” term. Closure date is another term for the “last expected service date.”
  - Employers should be contacted as soon as possible after the completion of the service and no later than 60 days after the completion of the service. For employers who listed a job order where no referrals were made, contact should occur 30 to 60 days after a job order was listed. In some instances, an employer may receive multiple services and have multiple contacts listed for the employer. In this situation, the employer contact receiving the greatest amount of service should be surveyed about the employer’s satisfaction. An employer should only be surveyed once during the course of the program year.
5. Both of the questionnaires for participants and employers must include one or more core questions used to determine overall satisfaction with services. Respondents should be told that responding to the survey is voluntary and that the information they provide will be kept confidential. States and WIBs may include other questions in the participant and employer surveys. However, the core question(s) on overall satisfaction should be asked first on the questionnaire to avoid biasing results that may arise from the ordering of questions.
6. Guidelines for constructing the core question(s) are:
  - Expect only moderate knowledge, understanding and recall of services;
  - Write questions and response options that are clear and unambiguous;

- Provide for varying degrees of satisfaction and dissatisfaction in the response options;
  - The questions should be worded in a neutral way to avoid leading the respondent;
  - With one or more questions, ask respondents to rate their overall satisfaction with services; and
  - Before asking the respondent to rate his or her satisfaction with services, confirm early in the interview that the respondent is a customer.
7. Attempts should be made to contact all participants and employers selected in the sample, if applicable. Sampling is not required to obtain results for local WIBs.
  8. If sampling is used, all samples must be randomly selected from the sampling frame. The sampling frame is a list of individuals eligible for the survey.

All samples should meet the minimum sample size requirements specified in Item 10 (minimum sample sizes for surveys of participants or employers). The sampling percentage should be constant over time to avoid under-representing or over-representing time intervals.

9. Programs may randomly sample both participants and employers to obtain the desired number of completed surveys. The sampling method must conform to widely accepted statistical approaches.

The response rate is calculated as the number of respondents with complete customer satisfaction information divided by the total number who were actually reached by phone who were eligible for the survey. A survey is considered complete when a valid answer is provided by a respondent for each core question.

10. The minimum numbers of completed interviews for various sampling frame sizes for the two surveys (participants and employers) are outlined below. For a survey to project results confidently to the total population being studied, the responding sample selected must be large enough for each local WIB to reach the desired number of completed interviews. States are responsible for determining the sample sizes or sampling rates needed to reach the minimum number of respondents. Please refer to the table on the following page for the required number of completed interviews.

<b>Required Number Completed Interviews</b>	
<u>Size of Sampling Frame</u>	<u>Completed Interviews</u>
Over 10,000	500
5,001 - 10,000	370
3,001 - 5,000	356
2,001 - 3,000	340
1,501 - 2,000	321
1,251 - 1,500	305
1,001 - 1,250	293
901 - 1,000	277
801 - 900	268
701 - 800	259
601 - 700	247
501 - 600	233
451 - 500	216
401 - 450	206
351 - 400	195
326 - 350	182
301 - 325	175
276 - 300	168
251 - 275	160
226 - 250	151
201 - 225	141
176 - 200	131
151 - 175	119
126 - 150	107
101 - 125	93
91 - 100	79
81 - 90	72
71 - 80	65
61 - 70	58
56 - 60	52
51 - 55	47
45 - 50	42
Under 45	All in Sampling Frame

11. Every precaution should be taken to prevent a response bias.
12. As mentioned earlier in this issuance, states using the ACSI methodology to measure local WIB performance are not required to conduct separate customer satisfaction surveys to obtain state level results. In situations where a single sampling rate is used throughout the state, the local WIB ACSI results on a customer satisfaction measure may simply be aggregated to obtain state level results.

In situations where different sampling rates exist for the WIBs in a state, each WIB's ACSI score must be weighted before aggregating the outcomes to obtain results that are representative of the state overall. The information needed to compute these weighted scores are the sample frames for each WIB in the state and each WIB's ACSI score.

To illustrate how these weights are derived, consider the following example.

Name	Participant Sampling Frame	ACSI	Employer Sampling Frame	ACSI
WIB 1	1,824	67.2	597	65.2
WIB 2	1,025	78.1	533	80.0
WIB 3	1,151	68.6	487	67.0
State A	4,000	////	1,617	////

The weighted score would be calculated for each WIB by multiplying the ACSI score by the number in the WIB sample frame. These weighted WIB scores would then be totaled and divided by the sum of the sampling frame sizes for all WIBs in the state to obtain a state ACSI score. Using the figures provided in the example, the ACSI scores for the State are calculated in the following manner.

	Participant	Employer
WIB 1	$(67.2 \times 1,824) = 122,572.8$	$(65.2 \times 597) = 38,924.4$
WIB 2	$(78.1 \times 1,025) = 80,052.5$	$(80.0 \times 533) = 42,640.0$
WIB 3	$(68.6 \times 1,151) = 78,958.6$	$(67.0 \times 487) = 32,629.0$
	Total = 281,583.9	Total = 114,193.4

State A ACSI score for participants.  $(281,583.9 / 4,000) = 70.4$

State A ACSI score for employers.  $(114,193.4 / 1,617) = 70.6$

**ATTACHMENT E:**  
**FEDERAL JOB TRAINING AND EMPLOYMENT PROGRAMS**  
**IMPACTED BY COMMON MEASURES**

In addition to programs administered by ETA, the following Federal programs are subject to the common measures:

**Department of Labor**

Job Corps

Programs for Veterans:

- Veterans' Workforce Investment Program
- Disabled Veterans' Outreach Program
- Local Veterans' Employment Representatives
- Homeless Veterans' Reintegration Program

**Department of Education**

Adult Education

Rehabilitation Services:

- Vocational Rehabilitation Grants to States
- American Indian Vocational Rehabilitation Services
- Supported Employment State Grants
- Projects with Industry
- Migrant and Seasonal Farm Workers

State Grants for Incarcerated Youth Offenders

Vocational Education:

- Carl D. Perkins Vocational and Technical Education Act - State Grants
- Carl D. Perkins Vocational and Technical Education Act - Tech Prep State Grants
- Carl D. Perkins Vocational and Technical Education Act - Tribally Controlled Postsecondary
- Vocational Institutions

**Department of Health and Human Services**

Temporary Assistance to Needy Families

**Department of Veterans Affairs**

Vocational Rehabilitation and Employment Services and Benefits

**Department of the Interior**

Job Placement and Training

**Department of Housing and Urban Development**

YouthBuild